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Vol. 9....

R E P O R T S
FROM
C O M M I T T E E S :

SIXTEEN VOLUMES.

— (2.) —

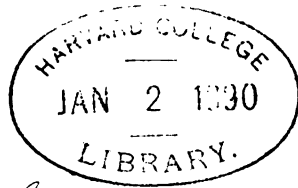
ARMY ESTIMATES—*continued* ;
BAIL (SCOTLAND) ;
BURGH POLICE AND HEALTH (SCOTLAND) ;
CITY OF LONDON (FIRE INQUESTS) ; COMMONS.

Session
9 February 1888 — 24 December 1888.

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REPORTS FROM COMMITTEES:

1888.

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N.B.—*THE* Figures at the beginning of the line, correspond with the N° at the foot of each Report; and the Figures at the end of the line, refer to the MS. Paging of the Volumes arranged for The House of Commons.

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F O U R T H
R E P O R T
FROM THE
SELECT COMMITTEE
ON
ARMY ESTIMATES;
TOGETHER WITH THE
PROCEEDINGS OF THE COMMITTEE,
AND
MINUTES OF EVIDENCE.

*Ordered, by The House of Commons, to be Printed,
10 July 1888.*

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and HODGES, FIGGIS, and Co., 104, Grafton-street, Dublin.

Ordered,—[*Tuesday, 13th March 1888*]:—THAT a Select Committee be appointed to examine into the Army Estimates, and to report their Observations thereon to the House.

Ordered,—[*Thursday, 15th March 1888*]:—THAT the Committee do consist of Seventeen Members.

Committee nominated of—

Lord Randolph Churchill.
Mr. Jennings.
Mr. A. Gathorne-Hardy.
Mr. James Campbell.
Sir Frederick Fitz Wygram.
Captain Cotton.
Mr. Brodrick.
Mr. Edward Stanhope.
Sir Henry Havelock-Allan.

Sir William Crossman.
Mr. Childers.
Mr. Henry H. Fowler.
Mr. Woodall.
Mr. Picton.
Dr. Cameron.
Colonel Nolan.
Mr. O'Kelly.

THAT the Committee have power to send for Persons, Papers, and Records.

THAT Five be the Quorum of the Committee.

Ordered,—[*Wednesday, 11th April 1888*]:—THAT the Reports and Minutes of Evidence of the Select Committee on Army and Navy Estimates of last Session be referred to the Select Committee on Army Estimates.

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FOURTH REPORT.

THE SELECT COMMITTEE appointed to Examine the ARMY ESTIMATES and to Report their Observations thereon to the House ;——HAVE made further Progress in the Matters to them referred, and have agreed to the following FOURTH REPORT :—

VOTE 8.

ON Vote 8, providing for the Pay, &c., of the Army Reserve Force, your Committee have examined Mr. Knox, the Accountant General of the Army. His Royal Highness the Duke of Cambridge also gave some evidence bearing on this Vote. Your Committee have also referred to evidence which was given before the Committee on the Army and Navy Estimates last Session by Mr. Knox, Lieut. General Fraser, v.c., c.b., and Colonel Duncan, c.b., m.p.

£. 442,000 is the amount provided for under Vote 8, showing an apparent decrease of 2,300 l., as compared with the charge for last year. Since the year 1874-75 there has been an increase of charge under this head amounting to 326,000 l. Of this increase about 100,000 l. is accounted for by increased pay, the remainder by increased numbers, which have grown from 10,000 men in the First Army Reserve in the year 1874, to 52,000, provided for in the Estimates for the present year. The increase of pay was granted in 1876, and consists of 2 d. a day, or 3 l. a year (less 1 l. a year which had been previously granted to a man in the Reserve on account of allowances), paid to men serving in the Reserve at the end of each year's service; in addition to which Reserve men receive 4 d. a day, paid quarterly.

Army and Navy
Estimates Com-
mittee, 1887,
Q. 1839 *et seq.*

It should be mentioned that, under Vote 1, a sum of 450,000 l. is taken for deferred pay. The system of deferred pay was instituted in 1876. It amounts to 2 d. a day, or 3 l. a year, and accrues to all soldiers during 12 years' service with the colours, or such lesser period as they may serve. A soldier at the end of such a period of service would receive 36 l. of deferred pay. But by a subsequent arrangement a non-commissioned officer draws deferred pay for the whole period of his service, up to a period of 21 years.

Opinions differ as to the advantages, or the reverse, of the deferred pay received by men on being discharged from the Army into the Reserve. From a Paper inserted in the Appendix to the First Report of the Committee on Army and Navy Estimates of last Session, it is shown that the War Office estimates of charge, upon which this system of deferred pay was based, were very inaccurate. For instance, it was estimated that in the year 1881-82 the charge on Imperial Revenues, exclusive of India, would amount to 137,978 l.; as a matter of fact, the charge did amount to 162,000 l. So in the year 1883-84 the charge amounted to over 269,448 l., whereas the estimate of the sum which would be required put forward in 1876 was only 162,000 l. This discrepancy is partly explained by the abnormally large number of men who were drafted into the Reserve that year. Again, it was estimated in 1876 that the charge for the year 1885-86 would amount to 185,000 l.; as a matter of fact, it did amount to 287,000 l. The original estimate of 1876 also calculated that the total ultimate charge for deferred pay would, in 1897, amount to 329,600 l.; at that time the number of men was about 122,000. Taking the ultimate maximum charge at 3 l. per head, it would seem that, upon the numbers now in the Army, if they should be maintained, the real amount required will be somewhat less than 400,000 l. Whether this be the case or not, the charge is a large one and apparently an increasing one, and would seem to require careful consideration.

Army and Navy
Estimates Com-
mittee, 1887,
Q. 5229 *et seq.*

Army and Navy
Estimates Com-
mittee, 1887,
Q. 5381 *et seq.*

Army and Navy
Estimates Com-
mittee, 1887,
Q. 5602.

Army and Navy
Estimates Com-
mittee, 1887,
Q. 5483, 5490, and
5494, 5484, 5985,
5986, 5987.

In his evidence last year General Fraser stated that in his opinion deferred pay was no boon to the soldier, and most detrimental to the interest of the service; that it was generally spent "most improperly in drinking and so on." He said that there had been cases in which men had purchased their discharge by means of their deferred pay. He added that he would prefer the daily pay of the soldier being increased by 2 *d.* paid down to the system of deferred pay, but that he would still more prefer, in lieu of any increase in pay, an increase of $\frac{1}{4}$ lb. in the daily meat ration.

Colonel Duncan before the Committee last Session gave an opinion strongly adverse to the present system of deferred pay, and also committed himself to the remarkable statement which deserves to be noticed, that whereas our present system of Reserve men for the Infantry, and to some extent for the Field Artillery, was a necessity, in its bearing upon the Cavalry and Horse Artillery was an absurdity and was money thrown away. Lord Wolseley entirely dissents from this opinion as to the valuelessness of Cavalry and Horse Artillery Reserve.

Q. 1875.

His Royal Highness the Duke of Cambridge told your Committee that the principle of deferred pay was sound, but that it certainly had the effect of preventing men from re-engaging, "because when a man gets the whole of the sum he goes, and his neighbour who stays gets nothing, though he goes on serving." His Royal Highness seemed to think that deferred pay assisted recruiting, but that from a military point of view it would be better to give the 2 *d.* a day to the soldiers in ready money than to give it in deferred pay.

Q. 5789.

Sir Edward Bulwer, formerly Inspector General of Recruiting, expressed a strong opinion in favour of the system of deferred pay from a recruiting officer's point of view. Lord Wolseley also highly approves of the system, which he considers an enormous boon to every good man.

Q. 3073.

Turning to the numbers of the Reserves, Mr. Knox informed your Committee that the Cavalry Reserve numbered 3,463, the Artillery 3,242, the Engineers 1,194, the Foot Guards 3,410, and the Infantry of the Line 38,113. In the Departmental Corps, the reserve in the Commissariat and Transport numbered 1,512, in the Ordnance Store Corps 100, and in the Medical Staff Corps 718. He informed your Committee that the Reserve Force will this year be abnormally depleted, and that the numbers that will be added to the Reserve will not be sufficient to make up the deficiency. It was however hoped at the War Office that, by removing certain restrictions hitherto applied to enrolments in the Supplementary Reserve (now denominated Class D. of the First Class Reserve) the numbers might be maintained during the year.

Q. 3067-8.

The Supplementary Reserve consists of those men who, having completed their period of 12 years, for which they originally enlisted, are willing to take on for a further period of four years in the Reserve. All the other Reserves must be called out before the Supplementary Reserve can be touched. The men in the Supplementary Reserve receive the same daily rate of pay as the other classes (*viz.*, 4 *d.* a day), but do not receive the deferred pay of 3 *l.* a year.

Q. 6265.

Under the present system a man in the Reserve Forces is not bound to report himself to any authority during the year. Recommendations have been made that some conditions of the kind should be imposed, but thus far they have not been acted on. Lord Wolseley condemns in the strongest language the omission to muster and inspect and drill the Reserve men at least once in every year. He advocates that, "with the exception of certain men in permanent employment, a Reserve man should be compelled either to drill every year with a Brigade Dépôt, or the Militia, or at least with the Volunteer Regiment of the locality where he resides, and he considers that the absence of these provisions renders our Reserve "rather a sham, deceptive to the Army and the people." He is of opinion that the extra expense, at least 120,000 *l.* annually, and any other difficulty in carrying out these improvements, would be of inconsiderable importance, and that until something of the kind is effected the money voted for the Reserve is to a great extent misspent. The application of any such change would, however, require the greatest care to prevent any risk of diminishing the readiness of employers to take Reserve men into their permanent employment.

The

The Second Class Army Reserve, for which the sum of 4,000 *l.* is provided in this year's Estimates as compared with 7,000 *l.* last year, mainly consists of Enrolled Pensioners and of the Reserves of 1859 and 1867, and numbers 3,200 men as against 5,300 last year. This is a force which is gradually disappearing. There are no recruits taken now for the Second Class Army Reserve. The enrolments in the Enrolled Pensioners force have ceased for some years in favour of the Reserve created in 1859 and 1867. Of that Reserve only 400 remain, and they will last longer than the Enrolled Pensioners' portion of the Reserve, but they also are expected to disappear very soon.

VOTE 9.

On Vote 9, for Transports and Remounts, your Committee, having examined Mr. Knox, the Accountant General, and Mr. Lawson, the Deputy Accountant General, find that this Vote has been entirely re-arranged, and any comparison under this head with former years would be extremely difficult. An exact comparison, however, between the Vote for 1887-88 and 1888-89 is printed at page 42 of the Estimates. It now includes the charges for the Land Transport and Movements of Troops and Stores at Home and Abroad, which used to be borne upon Vote 10; it provides for the purchase of Remounts, that used to be inserted in Vote 1, and it bears the cost of carrying Troops by Sea, that used to be provided for in the Admiralty Estimates. On the other hand, it has been relieved of the charges for the Pay and Contingencies of the Commissariat Establishments, and Subordinate Establishments, amounting last year to 235,000 *l.*, which now appear to be provided for partly under Vote 1, and partly under Vote 16; and it has also been relieved of the charges for the pay of the Ordnance Establishments and Subordinate Establishments and Wages, amounting last year to 271,324 *l.*, which appear now to be borne partly upon Vote 1, partly upon Vote 15, and partly upon Vote 26 (new Vote for the Ordnance Factories).

Vote 9 is therefore entirely a new Vote, providing for: (i.) Travelling Expenses of all kinds at Home and Abroad, either for large bodies of troops, or for regiments, or for battalions, or for individuals, at a cost of 511,680 *l.*; (ii.) For the purchase of Remounts, at a cost of 79,720 *l.* This latter item, which shows an apparent decrease of 8,280 *l.* as compared with last year's Estimates, does not include the charge for the pay of the Remount Establishment, a newly-created Department, involving the institution of Remount Depôts at Woolwich and at Dublin.

Q. 3134 *et seq.*

The expenditure on the transport of Troops and Stores at Home last year amounted, with the necessary readjustments, to 341,507 *l.*, and the Estimate this year amounts to 336,000 *l.* Of this amount about 25,000 *l.* expresses the cost of the movements of regiments, battalions, or batteries; 55,000 *l.* of the movements of detachments; 30,000 *l.* the travelling expenses of recruits to the depôt and from the depôt to the battalion (about 1 *l.* a man); 15,000 *l.* the travelling expenses home of men discharged into the Reserve; and about 5,000 *l.* for the travelling expenses of military prisoners, and their escort. In addition, nearly 50,000 *l.* is taken for the travelling expenses of officers moving as individuals apart from bodies of troops. The above amounts, including incidental charges, closely approximate to 200,000 *l.* a year.

Q. 3147.

Q. 3169-3189.

In this branch of Military Expenditure, there can be no doubt that there is room for very considerable economy. Lord Wolseley, before the Commission on Civil Service Establishments, expressed the opinion that an "immense amount of money was squandered" on the movements of troops, and has reiterated and developed that opinion in detail in his evidence before your Committee. Beyond advocating, however, greater concentration of the troops, involving a considerable reconstruction of barrack accommodation, he did not indicate any precise method of effecting economies with respect to it. General Fraser, in his evidence before the Committee on Army and Navy Estimates last Session, stated that the amount of movement was greater than was necessary, and it appeared to him that troops were for ever on the move, and that the institution of Short Service ought to have produced economy

Army and Navy
Estimates Com-
mittee, 1887,
Q. 5222-5228.

in the movement of troops. It must be remarked that the increase under this head is, in reality, considerably larger than would appear from the mere comparison of the figures, because the War Office was enabled, at the time of passing the Act relieving railway companies of taxation on third class passengers, to make arrangements with the railway companies involving a diminution of expenditure for the conveyance of troops by railway of no less a sum than 30,000 *l.* a year. On the other hand, with a larger force at home than in 1886-87, there is a decrease of expenditure in the present year.

- Q. 3319 *et seq.* Under Sub-Head C., provision is made for the Conveyance of Troops and Stores by sea to the amount of 224,200 *l.* This charge used to be borne on Navy Votes, and the Admiralty were responsible for the expenditure of the money under the new arrangement, the Admiralty expend the money; and the War Office are responsible for the expenditure. In the matter of Naval Ordnance the converse applies; the War Office spend the money, and the Admiralty are responsible for the expenditure. Mr. Knox thus comments on this novel arrangement. "The whole of this arrangement, under which we pay the Admiralty for the work done by them for us, and the Admiralty pays us for the work done for them by our Department, is an entire departure from the principles which have governed the Estimates hitherto, namely, that the Department responsible for the details of an expenditure and the executive of it, should account to Parliament for that expenditure finally." Mr. Knox further states that he anticipates considerable difficulty in working the arrangement efficiently from a financial point of view, that he objected, as a matter of principle, to the change, and had done so for many years. But that he thought measures had been adopted which would be likely to secure a fair working of the system.
- Q. 3340. The main ground upon which these changes have been supported is that by this means the Army and Navy Estimates will now show approximately the real cost of each service.
- Q. 3342.
- Q. 3364.

- Q. 3322 *et seq.* The exact nature of the arrangement for transport alluded to above, is explained by Mr. Knox to be that the War Office pays to the Admiralty so much a day for the services of the ships which are employed. Thus for the "Himalaya," the "Tamar," or the "Orontes," large troop ships, 80 *l.* a day is paid to the Admiralty for the period of their employment by the War Office. For the "Assistance," exclusively and continually employed on military transport, 4,500 *l.* a year is paid, or a little over 12 *l.* a day, and for the "Tyne" and the "Humber," when used for the transport of military stores, 22 *l.* a day. These amounts have been calculated as being sufficient to repay the Admiralty for the expense of maintaining these ships. The Admiralty recorded what has been the expense of keeping these ships in condition for several years past; they have ascertained what number of days, on the average, they have been employed, and by dividing the cost of maintenance by the average number of days of employment, they have got at the rate which will repay them the expenses of maintenance. The Admiralty pay, feed, and maintain the crews, providing the ships in which they are housed. The War Office pays the expenses caused by the ships being employed on transport of soldiers.
- Q. 3237.
- Q. 3322.

- Q. 3327. This arrangement must be described as a rough and ready one; original capital expenditure and depreciation have been altogether omitted from the calculations; coal and wear and tear are included, but not the cost of the crew.
- Q. 3333.

It must be remembered that most of the vessels thus paid for are quite old vessels, and that before long the question will arise of providing new ships. Then will be time for far more careful and elaborate calculations as to the comparative cost of paying the Admiralty for the maintenance of large ships for the transport of troops, or of providing for the transport of troops by open contract with the Mercantile Marine.

- Q. 3406. In addition to the charges for the hire of ships from the Admiralty, a further amount of 4,300 *l.* is provided as a contribution to the Admiralty towards the expense of the Establishment of the Transport Department at the Admiralty, and at Out-stations.

- Q. 3202. The Transport of Military Stores, by land and coastwise, involves a charge of 79,880 *l.* as against 74,255 *l.* in last year's Estimate, showing an increase of upwards of 5,000 *l.* This Service is said to necessitate the maintenance

nance of a considerable fleet of vessels by the War Office, in number, 41, under the management of the Inspector of Shipping, who is a sailor, and responsible to the Director of Artillery. These vessels keep in employment 23 masters, 19 mates, 12 engineers, 58 able, 22 ordinary seamen, and 27 boys, at a charge for wages of 13,757 *l*.

Q. 3205.

See Paper, Appendix, Return, War Department Vessels.

These vessels belong absolutely to the War Office, but it is desirable that careful inquiry should be made to ascertain whether much of the work done by them could not be done at a less cost by the Admiralty or by contract with the trade, or whether for many days of the year the vessels are not unemployed.

Turning to the sub-head providing for remounts, we find that there is now a special officer appointed, at a salary of 1,500 *l*. a year, for the purchase of all animals intended for service in the Army. The same officer was previously employed in this duty for the Artillery only, his salary and allowances then amounting to 1,000 *l*. a year. It has been deemed desirable to place all the business relating to the purchase of animals under one head. The responsible officer will use his own discretion in making purchases, subject to an understanding with the Department as to the average price to be paid for animals for different arms of the service. This system has only been adopted within the last year. The average price paid for riding horses is now about 40 *l*., and for draught horses 45 *l*.

Q. 3439-3449.

Army and Navy Estimates, 1888-89, Vote 16, p. 87.

Q. 3439.

Q. 3447.

Q. 3484.

VOTE 11.

On this Vote, which provides for the Clothing Establishments, Services, and Supplies, your Committee have examined Mr. Ramsay, c.b., Director of Clothing. The estimated charge for the year is 845,600 *l*., to which must be added certain other services provided in other Votes, bringing up the total charge to 851,973 *l*., showing an increase on the charge for last year of 13,142 *l*.

There has been a great increase in the charge under this head since the year 1870-71. In that year the number of men in the Army for whom clothing was provided, was 113,000, and the charge 529,299 *l*. In the present year the numbers are 141,998, and the estimate under Vote 11 is 845,600 *l*. This increase of charge has occurred in spite of the great fall in prices of all woollen supplies during the last 10 or 15 years. Mr. Ramsay accounts for the increase as follows:—(i.) that a reserve of clothing is now kept up at a cost of 80,000 *l*., whereas in 1870 there was no reserve; (ii.) the operation of short service, under which the number of recruits has been raised from 20,000 in 1870, to 39,500 in 1885, which recruits are supplied with free kits and clothing, has caused an increase of 65,625 *l*.; (iii.) alterations in and additions to the scale of issues, accounts for an increase of 36,900 *l*.; (iv.) the supply of greatcoats to the Militia and to Volunteers, when in camp, accounts for an increase of 43,000 *l*.; (v.) Hospital Clothing has very largely increased by 10,200 *l*.; (vi.) the establishment and wages of the Clothing Department have increased by 11,500 *l*., and several other minor sources of increase, making a total increased charge for clothing, since the year 1870, of 395,359 *l*. Against this, Mr. Ramsay states, ought to be set the extra receipts arising from the sale of old clothing, which was formerly kept by the soldier, but which is now taken from the soldier and sold, amounting to 29,000 *l*. Both the Commander in Chief and the Quartermaster General are of opinion that under no circumstances should the soldier be allowed to keep his worn-out clothing, giving as their reasons that this prohibition prevents the facilities which formerly existed for the soldier to do away with the clothing improperly, and also that there was grave objection on the part of the military authorities to soldiers being seen about the country in old tunics.

Q. 3707.

Q. 3707, 3708.

Q. 6620-1.

As against the receipts from the sale of old clothing must, however, be set a large amount of extra clerical work, of complicated book-keeping, and of inconvenience and annoyance to those charged with keeping regimental accounts. An attempt has recently been made to obviate this difficulty by requiring all articles of less value than 3 *d*., of which there are no less than 547,000, to be sold by the commanding officers locally. The amount received is credited to the canteen fund, the loss to the Exchequer being met by an increase of 1 per cent. on those articles that are issued on repayment. Sir Redvers Bulmer is of

Q. 6623-6629.

opinion that this change might be carried further, and that the whole subject of the issue of clothing to soldiers could with advantage be carefully considered.

Some objection has also been raised to the issue to the soldiers of part worn clothing, now confined to coats and boots.

Mr. Ramsay satisfactorily demonstrates that the centralization of the manufacture of Army clothing is vastly superior to the old system under which the colonel of a regiment received a certain allowance and supplied the clothing himself, which system, under very careful regulations, obtains in the German Army at the present time; but according to General Brackenbury the German system has not been found to be a success in time of war, and is now being modified. There can be no doubt that, comparing the British Army with the German Army, the charge for clothing the British Army is high, possibly to some extent, and in some details, extravagant. Thus General Brackenbury, in his evidence before the Army and Navy Estimates Committee last Session, stated that the cost of clothing the Infantry of the line in the British service was 3 *l.* 3 *s.* 8 *d.* a man; of the Foot Guards 4 *l.* 16 *s.* 1 *d.* per man; and of the Cavalry 4 *l.* 17 *s.* 11 *d.* per man; whereas he stated that the cost of clothing the German foot soldier was 2 *l.* 10 *s.* 8½ *d.*, and of the German Cavalry soldier 2 *l.* 18 *s.*, so that the clothing of the German Cavalry soldier costs 2 *l.* less than the British, and the German Infantry soldier 13 *s.* less than the British Infantry of the line, and 2 *l.* 6 *s.* 5 *d.* less than the British Foot Guards. But not only is there a difference in the charge for clothing between the British and the German soldier, but the clothing of the German soldier is expected to last longer. Thus, the great coat of the British soldier has to last five years, of the German soldier eight years; the helmet with our soldiers lasts four years, with the German soldier 10; the British soldier receives three pairs of trowsers in two years, the German soldier receives two pairs in 2½ years, and so on through all the scale of clothing and accoutrements. It must also be remembered that every German regiment has a great reserve of clothing, and that when the German Army is mobilised every German soldier receives an entirely new clothing and kit. The reserve of clothing possessed by our military authorities is stated by Mr. Lawson to consist of clothing for about 50,000 men, and an entire store of what is called warm-climate clothing, and sea-kits for 30,000 men. The above figures and facts suggest the possibility of greater economy in the clothing of the British Army; nor can your Committee omit to notice the high cost of the bear-skin cap of the British Foot Guards, which, owing to a decrease in the supply of good bearskins, has reached the surprising amount of 7 *l.* 5 *s.*, surprising as compared with the cost of the Infantry helmet of 6 *s.*

Army and Navy
Estimates Com-
mittee, 1887,
Q. 4269.

Army and Navy
Estimates Com-
mittee, 1887,
Q. 3750-3775.

Q. 3750.

Q. 3095.

Q. 1901, 1902, 1924-
1928. 2022-2026.

Q. 3806.

His Royal Highness the Duke of Cambridge expressed a very strong opinion in his evidence before your Committee, that the clothing department should be under the management of the military authorities, but Mr. Ramsay altogether dissents, and adduces good reasons for his opinion. It must be remembered that the clothing department supplies the clothing for the Post Office servants, some 35,000 men and boys, it also inspects the clothing for the Metropolitan Police, besides which it supplies clothing to India.

Messrs. Whinney and Waterhouse, the accountants appointed by the Committee of last Session condemned the system of book-keeping in operation at the Factory at Pimlico, and recommended certain changes. Mr. Ramsay while disagreeing with some of their criticisms, stated that there would be no difficulty in carrying out these changes, and your Committee are of opinion that the changes recommended by Messrs. Whinney and Waterhouse should be carried into effect without delay.

VOTE 15.

Sub-head C. of this Vote, "Rewards to Inventors" amounts to 22,000 *l.*, showing a reduction of 2,000 *l.* as compared with this Sub-head for last year. In the course of the evidence with respect to this Sub-head we elicited that in the month of March last a sum of 25,000 *l.* was paid to Major Watkin for an invention of a position finder, and an agreement entered into to pay him 1,000 *l.* a year for 10 years. This payment was made without the previous knowledge or sanction of Parliament, and your Committee deem it to be their duty to call the special attention of the House of Commons to the circumstances of this case.

On the 31st January 1888 the Secretary of State for War submitted to the Treasury the Report of the Ordnance Council with respect to Major Watkin's invention, and the terms proposed for the purchase, and in that letter Treasury sanction was asked to the proposal "and to the necessary provision being made "in next year's and future Estimates." Q. 5612.

On the 11th February the War Office forwarded to the Treasury the particulars of Vote 15 of the Army Estimates for the present financial year, and stating, "The total Vote is 94,600*l.*, as against 79,643*l.* for the current year, showing an increase of 14,957*l.*; of this increase the main portion comes "under Sub-head C., and arises from the grant of 26,000*l.* to Major Watkin as "a reward for his discovery of a system of position finding for guns. But a "reduction of 2,000*l.* has been made from the amount provided for similar "inventions during the year." The 26,000*l.* includes this year's payment of the annuity of 1,000*l.* Q. 5615.

On the 21st February the Treasury forwarded their detailed criticisms on the Estimate for Vote 15 to the War Office; the only allusion to Sub-head C. is that the "amount will depend on my Lords' decision regarding the claim "of Major Watkin." Subject to the remarks contained in this letter, the Treasury "provisionally approve of this Estimate, at a net total of 94,600*l.*" Q. 5616.

On the 1st March the War Office submitted to the Treasury an amended Estimate for Vote 15, stating "that the Vote has now been relieved from the "provision of the reward to Major Watkin." Q. 5617.

On the 5th March the Treasury officially communicated to the War Office their sanction to the terms arranged with Major Watkin, and on the next day, the 6th March, the Treasury conveyed their approval of the estimate for Vote 15, from which the 26,000*l.* for Major Watkin had been omitted.

On the 12th March the War Office informed the Treasury that it would greatly facilitate the settlement and assignment of Major Watkin's patents, as well as the progress of important matters connected with the introduction and installation of the invention if the reward of 25,000*l.* could be paid forthwith.

On the 15th March the Treasury sanctioned *immediate* payment of the 25,000*l.* on condition that it could be met out of savings on Army Vote 12 for the then current year, and on the 24th March the 25,000*l.* was paid to Major Watkin. Q. 5644.

The Treasury claim to have acted under a provision which is annually inserted in the Appropriation Act, and which is as follows:—

"If a necessity arise for incurring expenditure not provided for in the sums appropriated to Naval and Military Services by this Act, and which it may be detrimental to the Public Service to postpone until provision can be made for it by Parliament in the usual course each of the Departments entrusted with the control over the said Services, shall forthwith make application, in writing, to the Commissioners of Her Majesty's Treasury for their authority to defray temporarily such expenditure out of any surpluses which may have been, or which may be effected by the saving of expenditure upon Votes within the same Department, and in such application the Department shall represent to the Commissioners of the Treasury the circumstances which may render such additional expenditure necessary, and thereupon the said Commissioners may authorise the expenditure unprovided for as aforesaid to be temporarily defrayed out of any surpluses which may have been, or which may be effected as aforesaid upon Votes within the same Department; and a statement showing all cases in which the Naval and Military Departments have obtained the sanction of the said Commissioners to any expenditure not provided for in the respective Votes aforesaid, accompanied by copies of the representations made to them by the said Departments, shall be laid before the House of Commons with the Appropriation Accounts of Navy and Army Services for the year, in order that such proceedings may be submitted for the sanction of Parliament, and that provision may be made for the deficiencies upon the several Votes for the said Services, in such manner as Parliament may determine."

"The Commissioners of the Treasury shall not authorise any expenditure which may cause an excess upon the aggregate sums appropriated by this Act for Naval Services and for Army Services respectively."

In 1879 the House passed the following Resolution:—

"*Resolved*, That it is desirable that a statement of every case in which the Naval and Military Departments have obtained the sanction of the Commissioners of Her Majesty's Treasury to the application of an actual or anticipated surplus on one Vote, to meet a deficiency on another Vote within the Financial Year, setting forth the representation made to them by the respective Department, be laid upon the Table of the House within three weeks after such sanction shall have been given, if Parliament be then sitting; or, if Parliament be not then sitting, within three weeks after the next meeting of Parliament."

On the 27th March the Treasury laid the following Minute on the Table of the House:—

"My Lords have before them a letter from the War Department, dated the 12th instant, representing the importance of the immediate payment to Major Watkin, R.A., of the reward of 25,000 £., which it has been agreed to pay to him (in addition to an appointment for 10 years at 1,000 £. per annum, besides military pay), in accordance with the recommendation of the Ordnance Council, in respect of the adoption and use of his Artillery Position Finder, and Ancillary Inventions, for the Public Service. The chief reasons for immediate payment are, that it will greatly facilitate the settlement and assignment of Major Watkin's Patents to the Secretary of State for War, and the introduction and installation of the Position Finder in some of the principal Forts at Home and Abroad; and will enable him to take up his new appointment and special duties from the 1st proximo. It is further represented that, although no special provision has yet been made by Parliament for this payment, and the making it this year will cause an excess on Army Vote 15, for Miscellaneous Effective Services, such excess can be met by an equivalent saving on Army Vote 12, for Warlike Stores. My Lords agree with the Secretary of State for War as to the expediency of immediate payment, under the above-mentioned circumstances; and by virtue of the powers given them by the 4th Section of the Appropriation Act, 1887, they authorise immediate payment of the reward of 25,000 £. to Major Watkin accordingly, and the charge of the same to Army Vote 15, for Miscellaneous Effective Services, 1887-88, on condition that the consequent excess on that Vote is temporarily defrayed out of a saving to be effected on Army Vote 12, for Warlike Stores, for the same year. Let a copy of this Minute be laid on the Table of the House of Commons in accordance with the Resolution of the House, dated 4th March 1879." The fact of this Minute being laid on the Table of the House was duly recorded in the Votes.

The Librarian of the House (Mr. Walpole) is the officer responsible for the printing of documents presented to Parliament. He states in his evidence that the above minute was laid on the Table of the House on the 27th March:

Q. 5740.

Q. 5741.

"That it came into my hands the following morning, and the proper course to adopt, and which I have no reason to doubt I did adopt, would be to submit it as it came from the Treasury to the Secretary of the Treasury to know whether it should be printed or not."

The Financial Secretary to the Treasury, in reply to a question whether this minute was submitted to him for his instructions as to whether it was to be printed or not, stated:—

Q. 5774.

"If it had not been that I had heard Mr. Walpole's evidence, I should have said that it never had been submitted to me; and I have not the remotest recollection of any circumstance in connection with it, but I feel that it would not be fair to Mr. Walpole, who probably follows his usual course, to say that he did not follow that course, although he is not able to say definitely that he did, nor is he able to show in any respect whatever that

that there is any evidence that he did submit this matter to me, beyond the fact that it is his usual practice to do so."

The Minute was not printed or circulated, and Parliament would in the absence of the investigation of your Committee have had no knowledge of the payment of the 25,000 £., until the Appropriation Accounts were presented in the year 1889. Mr. Walpole states that he cannot find any single instance of a similar Minute being printed and circulated.

As the 1,000 £. for this year's annuity was withdrawn from the Estimate Q. 5674. there is no specific provision this year for that payment, but General Alderson Q. 4665. stated in his evidence that this sum would have to be got "out of the Vote somehow."

There were three modes in which the proposed grant of 25,000 £. might have been submitted for the approval of Parliament.

1st. By presenting a Supplemental Estimate for the financial year ending 31st March 1888. The last Votes for that year were taken on the 15th March, and there was ample time between the 31st January and that day for obtaining Parliamentary sanction to such an Estimate.

2nd. By including the proposed payment in the Estimates for the current financial year. This was the course proposed by the War Office, and no satisfactory reason has been given for the abandonment of this proposal.

3rd. By submitting a Supplementary Estimate for the current financial year.

It appears to be a rule of the Treasury that no new work of any magnitude is to be commenced without the previous sanction of Parliament; but when a work has received such sanction, and has been included in previous Estimates, such work may be proceeded with without waiting until the Vote for the year is passed. Your Committee do not consider that this rule has any application to the present case, in which no Parliamentary sanction had ever been obtained to Major Watkin's reward.

It appears that the Treasury have been in the habit of sanctioning the transfer from Votes where there is a surplus to Votes where there is a deficiency, but in every case the expenditure provided for in this manner was an expenditure already incurred. No case has been cited in which the Treasury have provided for a *future* expenditure in this manner.

Your Committee are of opinion that the provisions of the Appropriation Act are intended to apply to emergencies either when Parliament is not sitting, or when the circumstances do not permit of any delay, and that the wording of the Act, as interpreted by the Resolution of the House in 1879, requires that any payment so made should be forthwith submitted to Parliament for approval. A Treasury Minute which is not printed or circulated does not appear to be a substantial compliance with the Resolution of the House.

Your Committee have no reason to doubt that the Secretary of State was fully justified in acquiring Major Watkin's invention on the terms agreed; but they are of opinion that the arrangement ought to have been submitted for the approval of the House of Commons, and that in the absence of this approval the Treasury was not justified in sanctioning the payment of the 25,000 £. In this case no plea of urgency can be sustained. Sir Reginald Welby has admitted that if a Supplementary Estimate had been presented to Parliament on the 5th March and voted, the payment to Major Watkin might have been made on the 6th; the actual payment was not made until the 24th March. Sir Reginald Welby and Mr. Knox have also admitted that if this item had been inserted in the Estimates for the current year in the usual manner the payment to Major Watkin might have been made on the 1st April. No evidence has been brought before your Committee that a few days, or even weeks' delay, would have caused the loss to this country of this invention; and, indeed, considering that Major Watkin is an officer on full pay in Her Majesty's service any such suggestion would be absurd.

Your Committee entertain a strong opinion that precedents for payments of public money of the kind set forth above, without the previous sanction of Parliament, should not be lightly made, and that the practice would be liable to abuse, and might often lead to unjustifiable expenditure of public money. It is obvious that the presentation of Minutes, which it is not the custom to print and circulate, is an illusory and worthless method of bringing these grants to the notice of Parliament, and in the ordinary course of business Parliament would have had no opportunity of considering this payment until 18 months after it had been made; that is to say, on the presentation of the Appropriation Accounts to Parliament, and the report of the Public Accounts Committee thereon, in the months of May, or June, or July 1889.

Your Committee would observe that the original procedure in respect of this payment, as proposed by the War Office on the 31st January, was proper and regular, and should have been adopted by the Treasury, and that the responsibility for what your Committee must consider as an unfortunate precedent, appears to rest solely upon the Treasury, the department on which Parliament mainly relies for the prevention of financial irregularities on the part of the spending departments.

VOTE 13.

Q. 3903-4284.

Your Committee have examined General Sir Lothian Nicholson, the Inspector General of Fortifications, and are of opinion that this Vote is, so far as the current year is affected, adequately explained by his evidence and by the memorandum put in by him, appended to this Report.

Vide Appendix.

10 July 1888.

PROCEEDINGS OF THE COMMITTEE.

Tuesday, 19th June 1888.

MEMBERS PRESENT :

Lord RANDOLPH CHURCHILL in the Chair.

Mr. Henry H. Fowler.	Mr. A. Gathorne-Hardy.
Mr. Jennings.	Mr. Brodrick.
Sir William Crossman.	Mr. Picton.
Sir Frederick Fitz Wygram	Captain Cotton.
Dr. Cameron.	Sir Henry Havelock-Allan.
Colonel Nolan.	Mr. Childers.
Mr. James Campbell.	

General Sir *Edward Bulwer*, K.C.B., Major General Sir *Redvers Buller*, V.C., K.C.B., &c., &c., and Mr. *Edward Stanhope* (a Member of the Committee), were examined.

The Committee deliberated.

Mr. *R. H. Knox*, C.B., was further examined.

Sir *Reginald Welby*, K.C.B., was examined.

[Adjourned till Friday next, at Twelve o'clock.]

Friday, 22nd June 1888.

MEMBERS PRESENT :

Lord RANDOLPH CHURCHILL in the Chair.

Mr. Henry H. Fowler.	Colonel Nolan.
Sir Henry Havelock-Allan.	Mr. Jennings.
Sir Frederick Fitz Wygram.	Mr. Brodrick.
Sir William Crossman.	Mr. Childers.
Mr. A. Gathorne-Hardy.	Mr. Edward Stanhope.
Dr. Cameron.	Captain Cotton.

Sir *Reginald Earle Welby*, K.C.B., was further examined.

Mr. *R. C. Walpole* (Librarian of the House of Commons), was examined.

Mr. *William Lawes Jackson* (a Member of the House), was examined.

Mr. *R. H. Knox*, C.B., was further examined.

General the Lord *Wolseley*, K.P., G.C.B., &c., &c. was examined.

[Adjourned till Tuesday next, at Twelve o'clock.]

PROCEEDINGS OF THE

Tuesday, 26th June 1888.

MEMBERS PRESENT :

Lord RANDOLPH CHURCHILL in the Chair.

Mr. Henry H. Fowler.	Mr. Brodrick.
Sir Henry Havelock-Allan.	Captain Cotton.
Sir Frederick Fitz Wygram.	Colonel Nolan.
Sir William Crossman.	Mr. Picton.
Mr. A. Gathorne-Hardy.	Mr. O'Kelly.
Mr. Jennings.	Mr. James Campbell.
Mr. Childers.	Dr. Cameron.
Mr. Edward Stanhope.	

General the Lord *Wolseley*, K.P., G.C.B., &c., &c., was further examined.Mr. *Nepean*, C.B., was examined.

[Adjourned till Friday next, at Twelve o'clock.]

Friday, 29th June 1888.

MEMBERS PRESENT :

Lord RANDOLPH CHURCHILL in the Chair.

Mr. Edward Stanhope.	Mr. Brodrick.
Mr. Childers.	Colonel Nolan.
Mr. Jennings.	Mr. Picton.
Sir Frederick Fitz Wygram.	Captain Cotton.
Sir Henry Havelock-Allan.	Mr. A. Gathorne-Hardy.

General Sir *Redvers Buller*, V.C., K.C.B., &c., &c., was further examined.Mr. *Henry T. De la Bère* was examined.Mr. *R. H. Knox*, C.B., was re-called, and further examined.

[Adjourned till Tuesday next, at Twelve o'clock.]

Tuesday, 3rd July 1888.

MEMBERS PRESENT :

Mr. Childers.	Colonel Nolan.
Mr. Woodall.	Captain Cotton.
Sir Frederick Fitz Wygram.	Mr. Brodrick.
Sir William Crossman.	Mr. Henry H. Fowler.
Mr. A. Gathorne-Hardy.	

In the absence of the CHAIRMAN, Mr. CHILDERS was called to the Chair.

Mr. *R. H. Knox*, C.B., was further examined.Mr. *Robinson* was examined.

[Adjourned till Friday next, at Twelve o'clock.]

Friday, 6th July 1888.

MEMBERS PRESENT:

Mr. Childers.
Mr. Edward Stanhope.
Mr. Woodall.
Captain Cotton.

Mr. A. Gathorne-Hardy.
Mr. Brodrick.
Sir William Crossman.
Sir Frederick Fitz Wygram.

In the absence of the CHAIRMAN, Mr. CHILDERS was called to the Chair.

H.R.H. the *Duke of Cambridge*, K.G., &c., was further examined.

Mr. *R. H. Knox*, C.B., and Mr. *Robinson* were further examined.

[Adjourned till Tuesday next, at Twelve o'clock.]

Tuesday, 10th July 1888.

MEMBERS PRESENT:

Lord RANDOLPH CHURCHILL in the Chair.

Sir Frederick Fitz Wygram.
Sir William Crossman.
Mr. Picton.
Mr. Jennings.
Mr. Brodrick.
Mr. Childers.
Mr. Edward Stanhope.

Mr. Henry H. Fowler.
Mr. A. Gathorne-Hardy.
Sir Henry Havelock-Allan.
Mr. James Campbell.
Colonel Nolan.
Captain Cotton.

DRAFT REPORT, proposed by the *Chairman*, read the first time, as follows:—

“VOTE 8.

“1. On Vote 8, providing for the Pay, &c., of the Army Reserve Force, your Committee have examined Mr. Knox, the Accountant General of the Army. His Royal Highness the Duke of Cambridge also gave some evidence bearing on this Vote. Your Committee have also referred to evidence which was given before the Committee on the Army and Navy Estimates last Session by Mr. Knox, Lieut. General Fraser, V.C., C.B., and Colonel Duncan, C.B., M.P.

“2. £. 442,000 is the amount provided for under Vote 8, showing an apparent decrease of 2,300 *l.* as compared with the charge for last year. Since the year 1874–75 there has been an increase of charge under this head amounting to 376,000 *l.* Of this increase about 100,000 *l.* is accounted for by increased pay, the remainder by increased numbers, which have grown from 10,000 men in the First Army Reserve in the year 1874, to 52,000, provided for in the Estimates for the present year. The increase of pay was granted in 1876, and consists of deferred pay, amounting to 2 *d.* a day, or 3 *l.* a year, being given to a soldier passing from service with the colours into the Reserve, at the time of his discharge, and of 3 *l.* a year (less 1 *l.* a year which had been previously granted to a man in the Reserve on account of allowances) paid to men serving in the Reserve at the end of each year's service; in addition to which Reserve men receive 4 *d.* a day paid quarterly.

“3. It should be mentioned that the deferred pay received by a soldier on passing into the Reserves only accrues during 10 years of service with the colours. A soldier at the end of such a period of service would receive 30 *l.* of deferred pay. If he re-enlists for a further period of service he is not entitled to receive deferred pay.

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“4. Opinions

Army and Navy
Estimates Com-
mittee, 1887,
Q. 1830 *et seq.*

"4. Opinions differ as to the advantages, or the reverse, of the deferred pay received by men on being discharged from the Army into the Reserve. The system was instituted in the year 1876, and there would appear to be grounds for thinking that it was an ingenious device, resorted to by the Secretary of State in that year, for meeting the demand for increased pay to the private soldier, without materially increasing the Army Estimates for that year, or for the two or three following years. From a Paper inserted in the Appendix to the First Report of the Committee of last Session, it is shown that the War Office estimates of charge, upon which this system of deferred pay was based, were marvellously fallacious. For instance, it was estimated that in the year 1881-82 the charge would amount to 186,000 *l.*; as a matter of fact the charge did amount to 243,000 *l.* So in the year 1883-84 the charge amounted to over 435,000 *l.*, whereas the estimate of the sum which would be required put forward in 1876 was only 235,000 *l.* Again, it was estimated in 1876 that the charge for the year 1885-86 would amount to 264,000 *l.*; as a matter of fact, it did amount to 389,000 *l.* The original estimate, made in 1876, calculated that by the year 1897 the total charge for deferred pay would amount to 501,000 *l.*, but it is evident that that amount may be considerably exceeded. Whether this be the case or not, the charge is a large one and apparently an increasing one, and would seem to require careful consideration.

Army and Navy
Estimates Committee, 1887,
Q. 5229 *et seq.*

Army and Navy
Estimates Committee, 1887,
Q. 5381 *et seq.*

Army and Navy
Estimates Committee, 1887,
Q. 5602.

Army and Navy
Estimates Committee, 1887,
Q. 5483, 5490, and
5494.

"5. In his evidence last year General Fraser stated that in his opinion deferred pay was no boon to the soldier, and most detrimental to the interests of the service; that it was generally spent most improperly in drinking and so on. He said that there had been cases in which men had purchased their discharge by means of their deferred pay. He added that he would prefer the daily pay of the soldier being increased by 2 *d.* paid down to the system of deferred pay, but that he would still more prefer, in lieu of any increase in pay, an increase of $\frac{1}{4}$ lb. in the daily meat ration.

"6. Colonel Duncan before the Committee last Session gave an opinion strongly adverse to the present system of deferred pay, and also committed himself to the remarkable statement which deserves to be noticed, that whereas our present system of Reserve men for the Infantry, and to some extent for the Field Artillery, was a necessity, in its bearing upon the Cavalry and Horse Artillery was an absurdity and was money thrown away. Lord Wolseley entirely dissents from this opinion as to the valuelessness of Cavalry and Horse Artillery Reserve.

Q. 1875.

"7. His Royal Highness the Duke of Cambridge told your Committee that the principle of deferred pay was sound, but that it certainly had the effect of preventing men of re-engaging, 'because when a man gets the whole of the sum he goes, and his neighbour who stays gets nothing but goes on serving.' His Royal Highness seemed to think that deferred pay assisted recruiting, but that from a military point of view it would be better to give the 2 *d.* a day to the soldiers in ready money than to give it in deferred pay.

"8. Sir Edward Bulwer, formerly Inspector General of Recruiting, expressed a strong opinion in favour of the system of deferred pay from a recruiting officer's point of view, in which opinion Lord Wolseley entirely concurs.

Q. 3073.

"9. Turning to the numbers of the Reserves, Mr. Knox informed your Committee that the Cavalry Reserve numbered 3,463, the Artillery 3,242, the Engineers 1,194, the Foot Guards 3,410, and the Infantry of the Line 38,113. In the Departmental Corps, the reserve in the Commissariat and Transport numbered 1,512, in the Ordnance Store Corps 100, and in the Medical Staff Corps 718. He informed us that the Reserve Force will this year be abnormally depleted, and that the numbers that will be added to the Reserve will not be sufficient to make up the deficiency. It was however hoped at the War Office that, by removing certain restrictions hitherto applied to enrolments in the Supplementary Reserve (now denominated Class B. of the First Class Reserve) the numbers might be maintained during the year.

Q. 5067-8.

"10. The Supplementary Reserve consists of those men who, having completed their period of 12 years, for which they originally enlisted, are willing to take on for a further period of four years in the Reserve. All the other Reserves must be called out before the Supplementary Reserve can be touched. The men in the Supplementary Reserve receive the same daily rate of pay as the other classes (*viz.*, 4 *d.* a day), but do not receive the deferred pay of 3 *l.* a year.

"11. Under the present system a man in the Reserve Forces is not bound to report himself to any authority during the year. Recommendations have been made that some conditions of the kind should be imposed, but thus far they have not been acted on. Lord Wolseley condemns in the strongest language the neglect to muster and inspect and drill the Reserve men at least once in every year. He advocates that a Reserve man should at least be compelled to drill with the Volunteer Regiment of the locality where he resides, and considers that the absence of these provisions renders our Reserve utterly unreliable and fallacious. He is of opinion that the extra expense, and any other difficulty in carrying out these improvements will be of inconsiderable importance, and that until something of the kind is effected the money voted for the Reserve is to a great extent misspent.

"12. There

"12. There was a saving on last year's Vote of 39,000 *l.*, but although there is no increase of numbers in the Reserve, the War Office ask for the same amount as last year. It seems very undesirable that these large savings should be allowed to accrue.

"13. The Second Class Army Reserve, for which the sum of 4,000 *l.* is provided in this year's Estimates as compared with 7,000 *l.* last year, mainly consists of Enrolled Pensioners and of the Reserves of 1859 and 1867, and numbers 3,200 men as against 5,300 last year. This is a force which is gradually disappearing. There are no recruits taken now for the Second Class Army Reserve. The enrolments in the Enrolled Pensioners force have ceased for some years in favour of the Reserve created in 1859 and 1867. Of that Reserve only 400 remain, and they will last longer than the Enrolled Pensioners' portion of the Reserve, but they also are expected to disappear very soon.

" VOTE 9.

"14. On Vote 9, for Transports and Remounts, your Committee, having examined Mr. Knox, the Accountant General, and Mr. Lawson, the Deputy Accountant General, find that this Vote has been entirely re-arranged, and any comparison under this head with former years would be extremely difficult. It now includes the charges for the Land Transport and Movements of Troops and Stores at Home and Abroad, which used to be borne upon Vote 10; it provides for the purchase of Remounts, that used to be inserted in Vote 1, and it bears the cost of carrying Troops by Sea, that used to be provided for in the Admiralty Estimates. On the other hand, it has been relieved of the charges for the Pay and Contingencies of the Commissariat Establishments, and Subordinate Establishments, amounting last year to 235,000 *l.*, which now appear to be provided for partly under Vote 1, and partly under under Vote 16; and it has also been relieved of the charges for the pay of the Ordnance Establishments and Subordinate Establishments and Wages, amounting last year to 271,324 *l.*, which appear now to be borne partly upon Vote 1, partly upon Vote 16, and partly upon Vote 26.

"15. Vote 9 is therefore entirely a new Vote, providing for: (i.) Travelling Expenses of all kinds at Home and Abroad, either for large bodies of troops, or for regiments, or for battalions, or for individuals, at a cost of 511,680 *l.*; (ii.) For the purchase of Remounts, at a cost of 79,720 *l.* This latter item, which shows an apparent decrease of 8,280 *l.* as compared with last year's Estimates, does not include the charge for the pay of the Remount Establishment, a newly-created Department, involving the institution of Remount Depôts at Woolwich and at Dublin. Q. 3134 *et seq.*

"16. The expenditure on the transport of Troops and Stores at Home last year amounted to 308,000 *l.*, and the Estimate this year amounts to 336,000 *l.* Of this amount about 25,000 *l.* expresses the cost of the movements of regiments, battalions, or batteries; 55,000 *l.* of the movements of detachments; 30,000 *l.* the travelling expenses of recruits to the depôt and from the depôt to the battalion (about 1 *l.* a man); 15,000 *l.* the travelling expenses home of men discharged into the Reserve; and about 5,000 *l.* for the travelling expenses of military prisoners, and their escort. In addition, nearly 50,000 *l.* is taken for the travelling expenses of officers moving as individuals apart from bodies of troops. The above amounts, including incidental charges, closely approximate to 200,000 *l.* a year. Q. 3147.

"17. In this branch of Military Expenditure, there can be no doubt that there is room for very considerable economy. Lord Wolseley, before the Commission on Civil Service Establishments, expressed the opinion that an 'immense amount of money was squandered' on the movements of troops, and has reiterated and developed that opinion in detail in his evidence before your Committee. General Fraser, in his evidence before the Committee on Army and Navy Estimates last Session, stated that the amount of movement was greater than was necessary, and it appeared to him that troops were for ever on the move, and that the institution of Short Service ought to have produced economy in the movement of troops. It must be remarked that the increase under this head is, in reality, considerably larger than would appear from the mere comparison of the figures, because the War Office was enabled, at the time of passing the Act relieving railway companies of taxation on third-class passengers, to make arrangements with the railway companies involving a diminution of expenditure for the conveyance of troops by railway of no less a sum than 30,000 *l.* a year. Q. 3169-3189.

"18. Under Sub-Head C., provision is made for the Conveyance of Troops and Stores by sea to the amount of 224,200 *l.* This charge used to be borne on Navy Votes, and the Admiralty were responsible for the expenditure of the money under the new arrangement; the Admiralty expend the money, and the War Office are responsible for the expenditure. In the matter of Naval Ordnance the converse applies; the War Office spend the money, and the Admiralty are responsible for the expenditure. Mr. Knox thus comments on this novel arrangement. 'The whole of this arrangement, under which we pay the Admiralty for the work done by them for us, and the Admiralty pays us for the work done for them by our Department, is an entire departure from the principles which have governed the Estimates hitherto, namely, that Q. 3319, *et seq.*

Q. 3342. the Department responsible for the details of an expenditure and the executive of it, should account to Parliament for that expenditure finally.' Mr. Knox further states that he anticipates considerable difficulty in working the arrangement efficiently from a financial point of view, that he objected as a matter of principle, to the change, and had done so for many years.

Q. 3322 *et seq.* "19. The exact nature of the arrangement for transport alluded to above is explained by Mr. Knox to be that the War Office pays to the Admiralty so much a day for the services of the ships which are employed. Thus for the 'Himalaya,' the 'Tamar,' or the 'Orontes,' large troopships, 80 *l.* a day is paid to the Admiralty for the period of employment by the War Office. For the 'Assistance,' exclusively and continually employed on military transport, 4,500 *l.* a year is paid, or a little over 12 *l.* a day, and for the 'Tyne' and 'Humber,' mainly used for the transport of military stores, 22 *l.* a day. These amounts have been calculated as being sufficient to repay the Admiralty for the expense of maintaining these ships. The Admiralty recorded what has been the expense of keeping these ships in condition for several years past; they have ascertained what number of days, on the average, they have been employed, and by dividing the cost of maintenance by the average number of days of employment, they have got at the rate which will repay them the expenses of maintenance.

Q. 3327. "20. This arrangement must be described as a rough and ready one; original capital expenditure and depreciation have been altogether omitted from the calculations; coal and wear and tear are included, but not the cost of the crew. No inquiries appear to have been made as to the capacity of the private trade to supply economical transport, though
Q. 3333.
Q. 3334. Mr. Knox seems to be of opinion that the payment to the Admiralty is high as compared with what the Fleet could be hired for.

"21. It must be remembered that most of the vessels thus paid for are quite old vessels, and that before long the question will arise of providing new ships. Then will be time for far more careful and elaborate calculations as to the comparative cost of paying the Admiralty for the maintenance of large ships for the transport of troops, or of providing for the transport of troops by open contract with the Mercantile Marine.

Q. 3406. "22. In addition to the charges for the hire of ships from the Admiralty, a further amount of 4,300 *l.* is provided as a contribution to the Admiralty towards the expense of the Establishment of the Transport Department at the Admiralty, and at Out-stations.

Q. 3202. "23. The Transport of Military Stores, by land and coastwise, involves a charge of 79,880 *l.* as against 74,255 *l.* in last year's Estimate, showing an increase of upwards of 5,000 *l.* This Service is said to necessitate the maintenance of a considerable fleet of vessels by the War Office, in number, 41, under the management of the Inspector of Stores, who is not a naval man. The Inspector of Shipping, who is a sailor, under the supervision of the Director of Artillery, also exercises control over these vessels, which keep in employment 23 masters, 19 mates, 12 engineers, 58 able, 22 ordinary seamen, and 27 boys, at a charge for wages of 13,757 *l.*
Q. 3205.
See Paper, Appendix, Return, War Department Vessels.

"24. These vessels belong absolutely to the War Office, and it is to be expected that minute inquiry would reveal that much of the work done by them could be done at a less cost by the Admiralty or by contract with the trade, and that probably for many days of the year the vessels are lying idle.

Q. 3439-3449. "25. Turning to the sub-head providing for remounts, we find that there is now a special officer appointed, at a salary of 1,500 *l.* a year, for the purchase of all animals intended for service in the Army. The same officer was previously employed in this duty, his salary and allowances then amounting to 1,000 *l.* a year. It has been deemed desirable to place all the business relating to the purchase of animals under one head.
Q. 3439. The responsible officer will use his own discretion in making purchases, subject to an understanding with the Department as to the average price to be paid for animals for different arms of the service. This system has only been adopted within the last year. The average price paid for riding horses is now about 40 *l.*, and for draught horses 45 *l.*
Q. 3447.
Q. 3484.

" VOTE 10.

Q. 3503, *et seq.* "26. Vote 10 is constructed on the same basis as it was last year, except that the charge for transport at home and transport abroad are omitted. There is a net decrease on this Vote as compared with last year of 105,100 *l.* The reduction is due to a diminution of the force in Egypt, and to a fall in prices. The latter amounts to one-third of a penny per ration.

"27. It is to be observed that on this Vote there has been a large increase since the year 1873, when the charge for provisions, forage, fuel, light, &c., amounted to 1,498,635 *l.*, as against 2,552,000 *l.* in the present year. It is true that the Army is larger now than in 1873, by some 20,000 men; but the fall in prices may be measured by the fact, that in 1873, a year of very high prices, the cost of the ration was estimated at 7½ *d.*, whereas it is

is estimated in the present year at 4·9 *d.* Comparing the Votes for these two years in detail, it will be found that Sub-Head A., cost of provisions, and allowances in lieu, has increased by 763,000 *l.*; Sub-Head B., cost of forage, straw, and allowances in lieu, is about the same in both years; Sub-head C., cost of fuel and light, and allowances in lieu, has increased by 88,000 *l.*; Sub-head E., rents, rates, and water supply, has increased by upwards of 60,000 *l.*; and Sub-head F., lodging allowance has increased by 156,000 *l.*

"28. From the above it would certainly appear that the military authorities have not derived full and adequate advantage from the great fall in prices which has marked recent years, and which appears to be still continuing, and that the arrangement made by them for local and general contracts for the supply of provisions, forage, fuel, &c., require the most sedulous re-examination. The daily ration of a soldier consists of a pound of bread, and three quarters-of-a-pounds of meat. The cost of groceries and vegetables is charged on the soldier's daily pay, and amounts to a deduction of about 3 *d.* a day. His Royal Highness the Duke of Cambridge, expressed a decided opinion to your Committee that the soldier does not now get meat enough, and that the allowance ought to be raised from $\frac{3}{4}$ lb. to 1 lb. of meat. Mr. Lawson, the Deputy Accountant General, states that such an increase would represent an increased charge of a little under a quarter of a million.

Q. 3535.

"29. The Appropriations in Aid of this Vote are less this year than last by some 17,000 *l.* Mr. Lawson accounts for this decrease, by stating that the reserve stores remaining over from expeditions have been practically exhausted, and that there are now no reserves which have not been sold.

Q. 3526.

" VOTE 11.

"30. On this Vote, which provides for the Clothing Establishments, Services, and Supplies, your Committee have examined Mr. George Dalhousie Ramsay, C.B., Director of Clothing. The estimated charge for the year is 845,600 *l.*, to which must be added certain other services provided in other Votes, bringing up the total charge to 851,973 *l.*, showing an increase on the charge for last year of 13,142 *l.*

"31. There has been a great increase in the charge under this head since the year 1870-71. In that year the number of men in the Army for whom clothing was provided was 113,000, and the charge 529,299 *l.* In the present year the numbers are 141,998, and the estimate under Vote 11 is 845,600 *l.* This increase of charge has occurred in spite of the great fall in prices of all woollen supplies during the last 10 or 15 years. Mr. Ramsay accounts for the increase as follows:—(i.) that a reserve of clothing is now kept up at a cost of 80,000 *l.*, whereas in 1870 there was no reserve; (ii.) the operation of short service, under which the number of recruits has been raised from 20,000 in 1870 to 39,500 in 1885, which recruits are supplied with free kits and clothing, has caused an increase of 65,625 *l.*; (iii.) alterations in and additions to the scale of issues, accounts for an increase of 36,900 *l.*; (iv.) the supply of greatcoats to the Militia and to the Volunteers, when in camp, accounts for an increase of 43,000 *l.*; (v.) Hospital Clothing has very largely increased by 10,200 *l.*; (vi.) the establishment and wages of the Clothing Department have increased by 11,500 *l.*, and several other minor sources of increase, making a total increased charge for clothing, since the year 1870, of 395,359 *l.* Against this, Mr. Ramsay states, ought to be set the extra receipts arising from the sale of old clothing, which was formerly kept by the soldier, but which is now taken from the soldier and sold, amounting to 29,000 *l.* It is a great question, however, whether the smallest gain accrues to the State from this last arrangement, which has entailed an immense amount of clerical work, of the most complicated book-keeping, and of voluminous correspondence, to say nothing of the inconvenience and annoyance to those charged with the keeping of regimental accounts, and to the soldier himself, who has often to wear the part-worn clothing of other men, not considered bad enough to be sold. Lord Wolseley, in his evidence before your Committee, has condemned this arrangement, as did also General Fraser in his evidence before the Army and Navy Estimates Committee last Session, the object of which was probably to find employment for the enormous civil and clerical establishment of the War Office.

Q. 3707.

Q. 3707, 3708.

Army and Navy
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mittee, 1887,
Q. 5202-5218.

"32. It may be assumed that Mr. Ramsay satisfactorily demonstrates that the centralization of the manufacture of Army clothing is vastly superior to the old system under which the colonel of a regiment received a certain allowance and supplied the clothing himself, which system, under very careful regulations, obtains in the German Army at the present time; but there can be no doubt that, comparing the British Army with the German Army, the charge for clothing the British Army is high, possibly to some extent, and in some details, extravagant. Thus General Brackenbury, in his evidence before the Army and Navy Estimates Committee last Session, stated that the cost of clothing the Infantry of the line in the British service was 3 *l.* 3 *s.* 8 *d.* a man; of the Foot Guards 4 *l.* 16 *s.* 1 *d.* per man; and of the Cavalry 4 *l.* 17 *s.* 11 *d.* per man; whereas he stated that the cost of clothing the German foot soldier was 2 *l.* 10 *s.* 8 $\frac{1}{2}$ *d.*, and of the German Cavalry soldier 2 *l.* 18 *s.*, so that the clothing of the German Cavalry soldier costs 2 *l.* less than the British, and the German Infantry soldier 13 *s.* less than the British Infantry of the line, and 2 *l.* 6 *s.* 5 *d.* less than the British Foot Guards. But not only

Army and Navy
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mittee, 1887,
Q. 3750-3775.

Q. 3750.

is there a difference in the charge for clothing between the British and the German soldier, but the clothing of the German soldier is expected to last longer. Thus, the great coat of the British soldier has to last five years, of the German soldier eight years; the helmet with our soldiers lasts four years, of the German soldier 10; the British soldier receives three pairs of trousers in two years, the German soldier receives two pairs in 2½ years, and so on through all the scale of clothing and accoutrements. It must also be remembered that every German regiment has a great reserve of clothing, and that when the German Army is mobilised every German soldier receives an entirely new clothing and kit. The reserve of clothing possessed by our military authorities is stated by Mr. Lawson to consist of clothing for about 50,000 men, and an entire store of what is called warm-climate clothing, and sea-kits for 30,000 men. The above figures and facts suggest the possibility of greater economy in the clothing of the British Army, nor can your Committee omit to notice the high cost of the bear-skin cap of the British Foot Guards, which, owing to a decrease in the supply of good bear-skins, has reached the surprising amount of 7 l. 5 s., surprising as compared with the cost of the Infantry helmet of 6 s.

Q. 1901, 1902, 1924-1928. 2022-2026.

Q. 3806.

" 33. His Royal Highness the Duke of Cambridge expressed a very strong opinion in his evidence before your Committee, that the clothing department should be under the management of the military authorities, but Mr. Ramsay altogether dissents, and adduces good reasons for his opinion. It must be remembered that the clothing department supplies the clothing for the Post Office servants, some 35,000 men and boys, it also supplies clothing to the Metropolitan Police, besides which it supplies clothing to India.

" 34. Messrs. Whinney and Waterhouse, the accountants appointed by the Committee of last Session, condemned the system of book-keeping in operation at the Factory at Pimlico, and recommended certain changes. Mr. Ramsay disagrees with their criticisms, but your Committee are of opinion that the changes recommended by Messrs. Whinney and Waterhouse should be carried into effect without delay."

" VOTE 15.

" 35. Sub-head C. of this Vote, ' Rewards to Inventors,' amounts to 22,000 l., showing a reduction of 2,000 l. as compared with this Sub-head for last year. In the course of the evidence with respect to this Sub-head it was elicited that in the month of March last a sum of 25,000 l. was paid to Major Watkin for an invention of a position finder, and an agreement entered into to pay him 1,000 l. a year for 10 years. This payment was made without the previous knowledge or sanction of Parliament, and your Committee deem it to be their duty to call the special attention of the House of Commons to the circumstances of this case.

Q. 5612.

" 36. On the 31st January 1888 the Secretary of State for War submitted to the Treasury the Report of the Ordnance Council with respect to Major Watkin's invention, and the terms proposed for the purchase, and in that letter Treasury sanction was asked to the proposal, ' and to the necessary provision being made in next year's and future ' Estimates.'

Q. 5615.

" 37. On the 11th February the War Office forwarded to the Treasury the particulars of Vote 15 of the Army Estimates for the present financial year, and stating, ' The total ' Vote is 94,600 l., as against 79,643 l. for the current year, showing an increase of ' 14,957 l.; of this increase the main portion comes under Sub-head C., and arises from ' the grant of 26,000 l. to Major Watkin as a reward for his discovery of a system of ' position finding for guns. But a reduction of 2,000 l. has been made from the amount ' provided for similar inventions during the year.' The 26,000 l. includes this year's payment of the annuity of 1,000 l.

Q. 5616.

" 38. On the 21st February the Treasury forwarded their detailed criticisms on the Estimate for Vote 15 to the War Office; the only allusion to Sub-head C. is that the ' amount will depend on my Lords' decision regarding the claim of Major Watkin.' Subject to the remarks contained in this letter, the Treasury ' provisionally approve of ' this Estimate, at a net total of 94,600 l.'

Q. 5617.

" 39. On the 1st March the War Office submitted to the Treasury an amended Estimate for Vote 15, stating ' that the Vote has now been relieved from the provision of the reward to Major Watkin.'

" 40. On the 5th March the Treasury officially communicated to the War Office their sanction to the terms arranged with Major Watkin, and on the next day, the 6th March, the Treasury conveyed their approval of the Estimate for Vote 15, from which the 26,000 l. for Major Watkin had been omitted.

" 41. On

"41. On the 12th March the War Office informed the Treasury that it would greatly facilitate the settlement and assignment of Major Watkin's patents, as well as the progress of important matters connected with the introduction and installation of the invention if the reward of 25,000 *l.* could be paid forthwith.

"42. On the 15th March the Treasury sanctioned *immediate* payment of the 25,000 *l.* on condition that it could be met out of savings on Army Vote 12 for the then current year, and on the 24th March the 25,000 *l.* was paid to Major Watkin.

Q. 5644.

"43. The Treasury claim to have acted under a provision which is annually inserted in the Appropriation Act, and which is as follows:—

" 'If a necessity arise for incurring expenditure not provided for in the sums appropriated to Naval and Military Services by this Act, and which it may be detrimental to the Public Service to postpone until provision can be made for it by Parliament in the usual course each of the Departments entrusted with the control over the said Services, shall forthwith make application, in writing, to the Commissioners of Her Majesty's Treasury for their authority to defray temporarily such expenditure out of any surpluses which may have been, or which may be effected by the saving of expenditure upon Votes within the same Department, and in such application the Department shall represent to the Commissioners of the Treasury the circumstances which may render such additional expenditure necessary, and thereupon the said Commissioners may authorise the expenditure unprovided for as aforesaid to be temporarily defrayed out of any surpluses which may have been, or which may be effected as aforesaid upon Votes within the same Department; and a statement showing all cases in which the Naval and Military Departments have obtained the sanction of the said Commissioners to any expenditure not provided for in the respective Votes aforesaid, accompanied by copies of the representations made to them by the said Departments, shall be laid before the House of Commons with the Appropriation Accounts of Navy and Army Services for the year, in order that such proceedings may be submitted for the sanction of Parliament, and that provision may be made for the deficiencies upon the several Votes for the said Services, in such manner as Parliament may determine.

" 'The Commissioners of the Treasury shall not authorise any expenditure which may cause an excess upon the aggregate sums appropriated by this Act for Naval Services and for Army Services respectively.'

"44. In 1879 the House passed the following Resolution:—

" 'Resolved, That it is desirable that a statement of every case in which the Naval and Military Departments have obtained the sanction of the Commissioners of Her Majesty's Treasury to the application of an actual or anticipated surplus on one Vote, to meet a deficiency on another Vote within the Financial Year, setting forth the representation made to them by the respective Department, be laid upon the Table of the House within three weeks after such sanction shall have been given, if Parliament be then sitting; or, if Parliament be not then sitting, within three weeks after the next meeting of Parliament.'

"45. On the 27th March the Treasury laid the following Minute on the Table of the House:—

" 'My Lords have before them a letter from the War Department, dated the 12th instant, representing the importance of the immediate payment to Major Watkin, R.A., of the reward of 25,000 *l.*, which it has been agreed to pay to him (in addition to an appointment for 10 years at 1,000 *l.* per annum, besides military pay), in accordance with the recommendation of the Ordnance Council, in respect of the adoption and use of his Artillery Position Finder, and Ancillary Inventions, for the Public Service. The chief reasons for immediate payment are, that it will greatly facilitate the settlement and assignment of Major Watkin's Patents to the Secretary of State for War, and the introduction and installation of the Position Finder in some of principal Forts at Home and Abroad; and will enable him to take up his new appointment and special duties from the 1st proximo. It is further represented that, although no special provision has yet been made by Parliament for this payment, and the making it this year will cause an excess on Army Vote 15, for Miscellaneous Effective Services, such excess can be met by an equivalent saving on Army Vote 12, for Warlike Stores. My Lords agree with the Secretary of State for War as to the expediency of immediate payment, under the above-mentioned circumstances; and by virtue of the powers given them by the 4th Section of the Appropriation Act, 1887, they authorise immediate payment of the reward of 25,000 *l.* to Major Watkin accordingly, and the charge of the same to Army Vote 15, for Miscellaneous Effective Services, 1887-88, on condition that the consequent excess on that Vote is temporarily defrayed out of a saving to be effected on Army Vote 12, for Warlike Stores, for the same year. Let a copy of this Minute be laid on the Table of the House of Commons in accordance with the Resolution of the House, dated 4th March 1879.'

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"46. The

"46. The Librarian of the House (Mr. Walpole) is the officer responsible for the printing of documents presented to Parliament. He states in his evidence that the above minute was laid on the Table of the House on the 27th March :

Q. 5740.

Q. 5741.

" 'That it came into my hands the following morning, and the proper course which I should adopt, and I have no reason to doubt I did adopt, would be that I should submit it as it came from the Treasury to the Secretary of the Treasury to know whether it should be printed or not.'

Q. 5774.

"The Financial Secretary to the Treasury, in reply to a question whether this minute was submitted to him for his instructions as to whether it was to be printed or not, stated:—

"If it had not been that I had heard Mr. Walpole's evidence, I should have said that it never had been submitted to me; and I have not the remotest recollection of any circumstance in connection with it, but I feel that it would not be fair to Mr. Walpole, who probably follows his usual course, to say that he did not follow that course, although he is not able to say definitely that he did, nor is he able to show in any respect whatever that there is any evidence that he did submit this matter to me, beyond the fact that it is his usual practice to do so.'

"47. The Minute was not printed or circulated, and Parliament would in the absence of the investigation of your Committee have had no knowledge of the payment of the 25,000 £., until the Appropriation Accounts were presented in the year 1889.

Q. 5674.

Q. 4665.

"48. As the 1,000 £. for this year's annuity was withdrawn from the Estimate there is no provision this year for that payment, but General Alderson stated in his evidence that this sum would have to be got 'out of the Vote somehow.'

"49. There were three modes in which the Treasury could have submitted the proposed grant of 25,000 £. for the approval of Parliament.

"1st. By presenting a Supplemental Estimate for the financial year ending 31st March 1888. The last Votes for that year were taken on the 15th March, and there was ample time between the 31st January and that day for obtaining Parliamentary sanction to such an Estimate.

"2nd. By including the proposed payment in the Estimates for the current financial year. This was the course proposed by the War Office, and no satisfactory reason has been given for the abandonment of this proposal.

"3rd. By submitting a Supplementary Estimate for the current financial year.

"50. It appears to be a rule of the Treasury that no new work of any magnitude is to be commenced without the previous sanction of Parliament; but when a work has received such sanction, and has been included in previous Estimates, such work may be proceeded with without waiting until the Vote for the year is passed. Your Committee do not consider that this rule has any application to the present case, in which no Parliamentary sanction had ever been obtained to Major Watkin's reward.

"51. It appears that the Treasury have been in the habit of sanctioning the transfer from Votes where there is a surplus to Votes where there is a deficiency, but in every case the expenditure provided for in this manner was an expenditure already incurred, and the principle of which had been previously sanctioned by Parliament. No case has been cited in which the Treasury have provided for a *future* expenditure in this manner.

"52. Your Committee are of opinion that the provisions of the Appropriation Act are intended to apply to emergencies either when Parliament is not sitting, or when the circumstances do not permit of any delay, and that the wording of the Act, as interpreted by the Resolution of the House in 1879, requires that any payment so made should be forthwith submitted to Parliament for approval.

"53. A Treasury Minute which is not printed nor circulated does not appear to be a compliance with the Resolution of the House.

"54. Your Committee have no reason to doubt that the Secretary of State was fully justified in acquiring Major Watkin's invention on the terms agreed; but they are of opinion that the arrangement ought to have been submitted for the approval of the House of Commons, and that in the absence of this approval the Treasury was not justified in sanctioning the payment of the 25,000 £. In this case no plea of urgency can be sustained. Sir Reginald Welby has admitted that if a Supplementary Estimate had been presented to Parliament on the 5th March and voted, the payment to Major Watkin might have been made on the 6th; the actual payment was not made until the 24th March, Sir Reginald Welby and Mr. Knox have also admitted that if this item had been inserted in the Estimates for the current year in the usual manner the payment to Major Watkin might have

have been made on the 1st April. There is no suggestion that a few days, or even weeks delay, would have caused the loss to this country of this invention; and, indeed, considering that Major Watkin is an officer on full pay in Her Majesty's service any such suggestion would be absurd.

"55. Sir Reginald Welby and Mr. Knox have informed your Committee that no provision has been made in this year's Estimates for the payment of the first yearly instalment of 1,000 *l.* to Major Watkin; nevertheless, it is admitted that the payment will have to be made. Under these circumstances it is not impossible that discussion in Committee of Supply, on Vote 15 of this matter, would have been ruled out of order by the Chairman, and Parliament would have had no opportunity of considering the propriety of the grant, except by special and specific motion.

"56. Your Committee entertain a strong opinion that precedents for payments of public money of the kind set forth above, without the previous sanction of Parliament, should not be lightly made, and that the practice would be liable to abuse, and might often lead to unjustifiable expenditure of public money. It is obvious that the presentation of Minutes, which it is not the custom to print and circulate, is an illusory and worthless method of bringing these grants to the notice of Parliament, and in the ordinary course of business Parliament would have had no opportunity of considering this payment until 18 months after it had been made; that is to say, on the presentation of the Appropriation Accounts to Parliament, and the Report of the Public Accounts Committee thereon, in the months of May, or June, or July 1889.

"57. Your Committee would observe that the original procedure in respect of this payment, as proposed by the War Office on the 31st January, was proper and regular, and that the responsibility for what your Committee must consider as an unfortunate precedent, appears to rest solely upon the Treasury, the department on which Parliament mainly relies for the prevention of financial irregularities on the part of the spending departments.

Question, That the DRAFT REPORT, proposed by the *Chairman*, be read a second time, paragraph by paragraph—put, and *agreed to*.

Paragraph 1, *agreed to*.

Paragraph 2, amended, and *agreed to*.

Paragraph 3.—Amendment proposed, in line 1, to leave out all the words after the word "that," to the end of the paragraph, in order to add the words "under Vote 1, a sum of 450,000 *l.* is taken for deferred pay. The system of deferred pay was instituted in 1876. It amounts to 2 *d.* a-day, or 3 *l.* a-year, and accrues to all soldiers during 12 years' service with the colours, or such lesser period as they may serve. A soldier at the end of such period of service would receive 36 *l.* of deferred pay; but by a subsequent arrangement a non-commissioned officer draws deferred pay for the whole period of his service up to a period of 21 years"—(Mr. *Edward Stanhope*).—Question, That the words proposed to be left out stand part of the paragraph,—put, and *negatived*.—Question, That the proposed words be there added,—put, and *agreed to*.

Paragraph, as amended, *agreed to*.

Paragraph 4.—Amendment proposed, in line 2, to leave out from the third word "the" to the word "years," in line 7—(Mr. *A. Gathorne-Hardy*).—Question, That the words proposed to be left out stand part of the paragraph,—put, and *negatived*.

Other Amendments made.

Another Amendment, proposed in line 16, to leave out from the word "The" to the word "exceeded," in line 18, in order to insert the words "The original estimate of 1876 also calculated that the total ultimate charge for deferred pay would in 1897 amount to 329,600 *l.* At that time the number of men were about 122,000. Taking the ultimate maximum charge at 3 *l.* per head, it would seem that, upon the numbers now in the Army, if they should be maintained, the real amount required would be somewhat less than 400,000 *l.*"—(Mr. *Edward Stanhope*).—Question, That the words proposed to be left out stand part of the paragraph—put, and *negatived*.—Question, That the proposed words be there inserted,—put, and *agreed to*.

Paragraph, as amended, *agreed to*.

Paragraphs 5—6, *agreed to*.

Paragraph 7, amended, and *agreed to*.

Paragraph 8.—Amendment proposed, in line 3, to leave out the words "in which opinion General Wolseley entirely concurs," in order to insert the words, "Lord Wolseley also highly approves of the system, which he considers an enormous boon to every good man"—
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(Mr. A. Guthorne-Hardy).—Question, That the words proposed to be left out stand part of the paragraph,—put, and *negatived*.—Question, That the proposed words be there inserted,—put, and *agreed to*.

Paragraphs 9—10, *agreed to*.

Paragraph 11.—An Amendment made.

Another Amendment proposed, in line 5-6, to leave out the words “a reserve man should at least be compelled to drill,” in order to insert the words “with the exception of certain men in permanent employment, a Reserve man should be compelled either to drill every year with a Brigade Depôt or the Militia, or at least”—(Mr. Edward Stanhope).—Question, That the words proposed to be left out stand part of the paragraph,—put, and *negatived*.

Question, That the proposed words be there inserted,—put, and *agreed to*.

Other Amendments made.

Paragraph, as amended, *agreed to*.

Paragraph 12, *disagreed to*.

Paragraph 13, *agreed to*.

Paragraph 14, amended, and *agreed to*.

Paragraph 15, *agreed to*.

Paragraph 16, amended, and *agreed to*.

Paragraph 17.—Amendment proposed, in line 5, after the word “Committee,” to insert the words “Beyond advocating, however, greater concentration of the troops, involving a considerable reconstruction of barrack accommodation, he did not indicate any precise method of effecting economies with respect to it”—(Mr. Edward Stanhope).—Question, That those words be there inserted,—put, and *agreed to*.

Another Amendment proposed, at the end of the paragraph, to add the words “On the other hand, with a larger force at home than in 1886-87 there is a decrease of expenditure in the present year”—(Mr. Edward Stanhope).—Question, That those words be there added,—put, and *agreed to*.

Paragraph, as amended, *agreed to*.

Paragraph 18.—Amendment proposed, at the end of the paragraph, to add the words “But that he thought measures had been adopted which would be likely to secure a fair working of the system. But the main ground upon which these changes have been supported is that by this means the Army and Navy Estimates will now show approximately the real cost of each service”—(Mr. Edward Stanhope).—Question, That those words be there added,—put, and *agreed to*.

Paragraph, as amended, *agreed to*.

Paragraph 19.—Amendment proposed, at the end of the paragraph, to add the words “The Admiralty pay, feed, and maintain the crews, providing the ships in which they are housed. The War Office pays the expenses caused by the ships being employed on transport of soldiers”—(Mr. Edward Stanhope).—Question, That those words be there added,—put, and *agreed to*.

Paragraph, as amended, *agreed to*.

Paragraph 20, amended, and *agreed to*.

Paragraphs 21—22, *agreed to*.

Paragraphs 23—25, amended, and *agreed to*.

Paragraphs 26—29, *disagreed to*.

Paragraph 30, *agreed to*.

Paragraph 31.—Amendment proposed, in line 20, to leave out from the word “It” to the end of the paragraph, in order to add the words “Both the Commander in Chief and the Quartermaster General are of opinion that under no circumstances should the soldier be allowed to keep his worn-out clothing, giving as their reasons that it prevents the facilities which formerly existed for the soldier to do away with the clothing improperly, and also that there was grave objection on the part of the military authorities to soldiers being seen about the country in old tunics. As against the receipts from the sale of old clothing must, however, be set a large amount of extra clerical work, of complicated book-keeping, and of inconvenience and annoyance to those charged with keeping regi-
mental

mental accounts. An attempt has recently been made to obviate this difficulty by requiring all articles of less value than 3*d.*; of which there are no less than 547,000, to be sold by the commanding officers locally. The amount received is credited to the canteen fund, the loss to the Exchequer being met by an increase of 1 per cent. on those articles that are issued on repayment. Sir Redvers Buller is of opinion that this change might be carried further, and that the whole subject of the issue of clothing to soldiers could with advantage be carefully considered. Some objection has also been raised to the issue to the soldiers of part-worn clothing, now confined to coats and boots"—(Mr. *Edward Stanhope*).—Question, That the words proposed to be left out stand part of the paragraph,—put, and *negated*.

Q. 6623–29.

Question, That the proposed words be there added,—put, and *agreed to*.

Paragraph, as amended, *agreed to*.

Paragraph 32.—Amendment made.—Another Amendment proposed, in line 5, after the word "But," to insert the words "according to General Brackenbury the German system has not been found to be a success in time of war, and is now being modified"—(Mr. *Edward Stanhope*).—Question, That those words be there inserted,—put, and *agreed to*.

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Q. 4269.

Paragraph, as amended, *agreed to*.

Paragraph 33, amended, and *agreed to*.

Paragraph 34.—Amendment proposed, in line 3, to leave out the words "disagrees with their criticisms, but," in order to insert the words "while disagreeing with some of their criticisms, stated that there would be no difficulty in carrying out these changes, and"—(Mr. *Edward Stanhope*).—Question, That the words proposed to be left out stand part of the paragraph,—put, and *negated*.

Q. 3844.

Question, That the proposed words be there inserted,—put, and *agreed to*.

Paragraph, as amended, *agreed to*.

Paragraphs 35—44, *agreed to*.

Paragraphs 45—47, amended, and *agreed to*.

Paragraph 48.—Amendment proposed, in line 2, after the word "no," to insert the word "specific"—(Mr. *A. Gathorne-Hardy*).—Question put, That the word "specific" be there inserted.—The Committee divided :

Ayes, 7.

Captain Cotton.
Mr. Brodrick.
Mr. Edward Stanhope.
Mr. Childers.
Sir Henry Havelock-Allan.
Mr. A. Gathorne-Hardy.
Mr. James Campbell.

Noes, 5.

Mr. Picton.
Mr. Jennings.
Mr. Henry H. Fowler.
Sir Frederick Fitz Wygram.
Sir William Crossman.

Paragraph, as amended, *agreed to*.

Paragraph 49.—Amendments made.—Another Amendment proposed, in line 6, after the word "Estimate," to insert the words "But Sir R. Welby can cite no precedent for presenting a Supplementary Estimate to Parliament on account of the Army for a payment which could be met by savings on other Votes"—(Mr. *Brodrick*).—Question put, That those words be there inserted.—The Committee divided :

Ayes, 6.

Mr. Brodrick.
Mr. Edward Stanhope.
Sir Henry Havelock-Allan.
Sir Frederick Fitz Wygram.
Mr. A. Gathorne-Hardy.
Mr. James Campbell.

Noes, 6.

Mr. Picton.
Captain Cotton.
Mr. Jennings.
Mr. Childers.
Mr. Henry H. Fowler.
Sir William Crossman.

Whereupon the *Chairman* declared himself with the *Noes*.

Another Amendment proposed, in lines 9 and 10, to leave out the words "and no satisfactory reason has been given for the abandonment of this proposal," in order to insert the words "but as the Treasury hold that in this case the money might have been made available immediately on the passing of any Army Vote, the payment would have been

been made to Major Watkins equally without the previous sanction of Parliament"—(Mr. *Brodrick*).—Question put, That the words proposed to be left out stand part of the paragraph.—The Committee divided:

Ayes, 9.

Mr. Picton.
Captain Cotton.
Mr. Jennings.
Mr. Childers.
Mr. Henry H. Fowler.
Sir Frederick Fitz Wygram.
Sir William Crossman.
Mr. A. Gathorne-Hardy.
Mr. James Campbell.

Noes, 3.

Mr. Brodrick.
Mr. Edward Stanhope.
Sir Henry Havelock-Allan.

Paragraph, as amended, *agreed to*.

Amendment proposed, That the following new paragraph be inserted in the Report:—
“The contention of the Treasury is that neither of the two last courses would have more effectually secured the previous sanction of Parliament than that which was actually adopted. If a Vote for this purpose had been included in the Estimates for the current year, which was rendered impossible by the fact that the Treasury had not at the time of the presentation of the Estimates been satisfied as to the merits of this purchase, it would practically have involved the delay which the Secretary of State desired to avoid, while if the Treasury had sanctioned the payment on the 1st of April, they contend that the principle that the previous sanction of Parliament is required would have been equally violated”—(Mr. *Edward Stanhope*).—Question put, That the proposed new paragraph be inserted in the Report.—The Committee divided:

Ayes, 4.

Mr. Brodrick.
Sir Henry Havelock-Allan.
Mr. Edward Stanhope.
Mr. A. Gathorne-Hardy.

Noes, 7.

Mr. Picton.
Captain Cotton.
Mr. Jennings.
Mr. Childers.
Mr. Henry H. Fowler.
Sir Frederick Fitz Wygram.
Sir William Crossman.

Paragraph 50, *agreed to*.

Paragraph 51.—Amendment proposed, in lines 4 and 5, to leave out the words “and the principle of which had been previously sanctioned by Parliament”—(Mr. *Brodrick*).—Question, That the words proposed to be left out stand part of the paragraph,—put, and *negatived*.

Paragraph, as amended, *agreed to*.

Paragraph 52, *agreed to*.

Paragraph 53.—Amendment proposed, in line 2, after the word “a” to insert the word “substantial”—(Mr. *A. Gathorne-Hardy*).—Question put, That the word “substantial” be there inserted.—The Committee divided:

Ayes, 9.

Captain Cotton.
Mr. Brodrick.
Mr. Childers.
Mr. Edward Stanhope.
Mr. Henry H. Fowler.
Sir Henry Havelock-Allan.
Sir Frederick Fitz Wygram.
Sir William Crossman.
Mr. A. Gathorne-Hardy.

Noes, 2.

Mr. Picton.
Mr. Jennings.

Paragraph, as amended, *agreed to*, and *added to* Paragraph 52.

Paragraph 54, amended, and *agreed to*.

Paragraph 55, *disagreed to*.

Paragraph 56, *agreed to*.

Paragraph 57.—Amendment proposed, in line 3, after the word “regular,” to insert the words “and should have been adopted by the Treasury”—(Mr. *Brodrick*).—Question, That the words proposed be there inserted,—put, and *agreed to*.

Paragraph,

Paragraph, as amended, *agreed to*.

Amendment proposed, That the following new paragraph be inserted in the Report :

“ VOTE 13.

“ Your Committee have examined General Sir Lothian Nicholson, the Inspector General of Fortifications, and are of opinion that this Vote is, so far as the current year is affected, adequately explained by his evidence, and by the Memorandum put in by him and appended to this Report ”—(Lord *Randolph Churchill*). •

Q. 3903-4284.

Vide Appendix.

Question, That this paragraph be inserted in the Report,— put, and *agreed to*.

Question, That this Report, as amended, be the Fourth Report of the Committee to the House,—put, and *agreed to*.

Ordered, To Report, with Minutes of Evidence and an Appendix.

[Adjourned till Tuesday next, at Twelve o'clock.

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MINUTES OF EVIDENCE.

Tuesday, 12th June 1888.

MEMBERS PRESENT:

Mr. Brodrick.
Mr. James Campbell.
Mr. Childers.
Captain Cotton.
Sir William Crossman.

Mr. A. Gathorne-Hardy.
Sir Henry Havelock-Allan.
Mr. Picton.
Mr. Stanhope.

THE RIGHT HONOURABLE HUGH C. E. CHILDERS, IN THE CHAIR.

The HONOURABLE HENRY ROBERT BRAND, called in;
and Examined.

4285. *Chairman.*] You were Surveyor General of the Ordnance from 1883 to 1885, I think?—Yes, that is so.

4286. In General Maitland's evidence, given before us on the 6th of April, at Questions 619 to 631, a statement is made by him that he is able to a very small extent to get gun forgings, for instance, from the trade generally, because he said that pledges have been given to the Sheffield manufacturers that we should get forgings from them for many years to come; that you were responsible for those pledges; that in his opinion his (General Maitland's) action was unduly fettered by those pledges; that they were a part of the general understanding arrived at verbally at first; but that the office had been required to act upon that; that the Secretary of State would limit General Maitland's action if he went beyond Sheffield and Messrs. Whitworth; and that the Department was hampered as regards Messrs. Whitworth too; that these large forgings were prohibited to be made at Woolwich; and that the date of this was 1883 and 1884. The Committee have asked you to come before us solely with reference to this arrangement for that time; and we think that it would be advantageous if you would be so good as to explain to us what General Maitland evidently has only imperfectly understood?—I should dispute the accuracy of some of the statements made in General Maitland's evidence; but the pledges given to the Sheffield trade were no doubt given owing to my representation to the Secretary of State.

4287. Can you state what were the requirements of the War Department in 1883–84 as to the manufacture of great guns?—The requirements which we had in view in the immediate future, were the re-armament of the Navy, which was going on at the time; the revision of the armaments of the sea forts and military ports; the completion of the armament of land forts, Plymouth and Portsmouth; the armaments at coaling stations; the armaments for commercial harbours; and, as to lighter calibres, the re-armament of the Royal Artillery.

4288. Was this demand which you had then made a very abnormal one?—This demand was an abnormal one certainly, and in my opinion entirely beyond
0.58. A the

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[Continued.]

the capacity of Woolwich even combined with Elswick, I speak of their power not only in building up guns, but in making material; but even if it were confined to building up guns, I should say that that demand was beyond the capacity of Woolwich and Elswick to meet.

4289. Was the choice, in your mind, and in that of the Department, between a large extension of Woolwich and encouragement of a permanent character being given to the trade?—Yes.

4290. Did General Maitland make any proposal to you at that time with respect to heavy steel forgings?—Yes, he made a proposal, to the best of my recollection, involving the immediate expenditure of some 30,000 *l.* for laying down steel plant in the Arsenal, for forging these large ingots; but the proposal involved, no doubt, a large expenditure in future, I should say amounting perhaps to 200,000 *l.* or 300,000 *l.* in the end.

4291. As to plant?—Yes. And the question then of course was, whether first of all the service was an urgent one, or whether the demand could be met in a better way.

4292. Would the erection of this plant have interfered with the building of guns at Woolwich?—Yes. I might say that it was entirely a new manufacture; The only manufacturer who had succeeded in any way in forging these large steel ingots at that time was Sir Joseph Whitworth and Company; and if you refer to the Report to the House of Representatives in America of the Gun Foundry Board who visited all the works in this country, France, and Russia, you will find that they report that the process of Sir Joseph Whitworth and Company was to them in the nature of a revelation, and that he had succeeded where no others had succeeded in producing steel of the highest quality in these large masses. They had not an opportunity of seeing Krupp's Works at Essen, because he would not admit them. What I had in my mind was this: I was by no means certain that Woolwich would at once succeed in this novel manufacture, and if they failed, the failure would mean delay, and delay of course would be very injurious to the service. Then, further, for the erection of plant, to the extent of the area necessary for this plant, there would have been a reduction of the building-up power at Woolwich. It occurred to my mind that the only practicable method of creating a large manufacturing power in the country for guns, was by giving the manufacturers remunerative orders for these large steel ingots; and, on the other hand, that the only practicable method of extending the building-up power at Woolwich, was by limiting the Woolwich Factory to that process of manufacture.

4293. Would there have been any great difficulty in obtaining skilled labour for that purpose at Woolwich?—No, I do not think so; for a price they could have got the skilled labour. They had plant for forging ingots up to six inches, at Woolwich at the time; the difficulty was not with the small forgings, but with the heavy masses, of which Woolwich had no experience at the time at all. They would have had to draw men from Sir Joseph Whitworth and Company, and no doubt for a price they would have got them; but, on the other hand, they would have drawn men from Manchester and Sheffield to Woolwich, where there was no other manufacture than that existing in the Arsenal; and when the pressure had ceased, I think these men would have found a difficulty in being absorbed into the old area of employment; so that the extension of this system at Woolwich would have meant a heavy displacement of labour.

4294. Would the new manufacture have involved a large increase of the Woolwich staff?—In my opinion that was so. No doubt at the time I was informed that there would be no increase of staff; I expect so. I cannot carry my memory back to that point; but, necessarily, if you had had a large extension of manufacturing processes of that kind, it would have involved an increase of staff, an increase, certainly of the establishment at Woolwich Factory, and consequently an increase of salaries and an increase in the pension list.

4295. But an increase of staff which, as it stood, had had no experience of such very large forgings?—Quite so.

4296. Could

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[Continued.]

4296. Could you have erected the plant at Woolwich, and at the same time have given some of the work to the private trade?—It might have been combined, no, doubt, with a small number of orders to Sir Joseph Whitworth and Company, but if once the plant were erected in Woolwich in ordinary times there would have been few, if any, orders for the trade; and, on the other hand in times of pressure, we should have had no reserve power.

4297. Then it was, in your mind, a question of alternative supply?—Certainly, it was a question of an alternative supply, and it was a matter of very great moment. I thought that in a matter involving the security of the country, it was extremely unwise that we should place all our eggs in one basket; and that basket, if I may be excused for saying so, not strategically well placed, such as Woolwich. I thought that by this process, if we could succeed in getting Sheffield firms to lay down plant, not only for forging ingots but for building up guns, we might provide an inland arsenal on which the Military and Naval Services might draw.

4298. Had you any particular consideration in deciding the question, for the advantage to the Navy?—Yes. At that time at the War Office we were urging the Government to make a change with respect to the Naval Votes, that is to say, the Vote on the Army Estimates for Naval Services; we were urging the Government to transfer it bodily to the Naval Votes, and to make the Navy responsible for the supply of their own Ordnance. I believe the Treasury at that time had an objection which I never understood, of a financial character, with respect to repayments. I never understood that objection, because at the time we had repayments with India and the Colonies. However, it seems that if the Government decided to make that transfer, it would be an immense advantage to the Navy to be able to go to some other firm besides that of Elswick.

4299. You had not in view so much the almost technical division which has been established as an experiment now, as a more absolute division between the Army and Navy?—Yes.

4300. Was in fact your proposal made with a view of extending largely the manufacturing power in connection with the Army?—Yes. Perhaps I might be allowed to mention this, that I was very much struck at the time with the report of the Gun Foundry Board; and if the Committee would allow me, I would read one paragraph with respect to their conclusions; it is in the general summary of the Report on page 46. They say; "As an example of depending alone on Government Works, France was a perfect instance before the Franco-German War. During the period referred to, the Government foundries were the sole source of supply of the armament of the country; the officers charged with the work formed a close corporation; their action was never exposed to the public; their ideas were never subjected to criticism, the ingenuity and inventive talent of the country were ignored and resisted, and no precaution was thought necessary to provide a supply in case of need of re-armament. The result is well known; a great crisis came, the Government works were inadequate to meet the additional demands made upon them and the patriotic efforts of private establishments were inadequate to produce all the material that was needed. How entirely France has now altered her system is shown in a previous part of this report; her present practice is theoretically perfect, and it has proved to be practically efficient. Her Government establishments are still retained, but as gun factories simply, in which the parts are machined and assembled, but for foundry work she depends upon the private industries of the country, and many of these works have found it to their profit to establish gun factories which supplement the Government factories to a large extent."

4301. You were very much impressed by that opinion of the American Board; and you thought that something of the kind ought to be done?—Yes, that is so.

4302. Did you seek any interviews with the trade?—Yes, I instructed General Riley to visit Sheffield and call upon three of the leading manufacturers there, Messrs. Firth, Messrs. Vickers, and Messrs. Cammell & Co., and to try and come to some arrangement with them, by which they should receive from the

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[Continued.]

Government some orders for steel ingots; and on the other hand they would increase their plant for that manufacture, and also put down plant for building up guns in case of their being asked to take up that process of manufacture also.

4303. What was the reply of the manufacturers?—They said that they would be very willing to do this; but they wished to be assured in the first instance, before they incurred very large capital expenditure, what orders they would receive, and how far they would be guaranteed in having those orders. My reply was that I could not commit the Government, and in fact that we could not commit future Governments, but that they might assume that if they would do what we asked them to do, the policy of the Government would be not to extend any further the manufacture of steel ingots, at Woolwich. I may say that I believe some objection has been made to this having been a verbal arrangement; but it was impossible that it could be otherwise; I did not know at the time what the policy of the Cabinet might be with regard to these great services; I did not know what the policy of the Government might be in the future; but I knew this, that some Government would shortly have to face these questions, and that, if no step in advance were taken to extend the manufacturing power of the country, either at Woolwich or in the private trade, when the time for pressure came and the decision of the Cabinet had to be taken, there would be no means of producing the guns.

4304. Then although you were unwilling to give any pledge, and you gave no pledge, the firms to whom you referred were satisfied as to the probable demand?—There was a further point which they made; they said, "Can you give us the quantities?" And I think that here has been the great mistake. I referred to the Gun Factory at Woolwich, and I asked them to send me their estimate of what could be given to the trade; and when I speak of the trade I mean not only the Sheffield firms, but Sir Joseph Whitworth & Co. because it was manifest that we could not pass over Sir Joseph Whitworth & Co. who had succeeded where others had failed. The reply of the Gun Factory to me was that there would be in the next three or four years something like 14,000 tons of ingots; and that was the reply made to the trade; but certainly they understood at the time, and I intended them to understand, that those 14,000 tons were to be divided among the trade generally, including Sir Joseph Whitworth & Co.

4305. What misunderstanding do you believe has arisen?—You see the whole of the Government officials at that time, the permanent officials at Woolwich and the War Office (I am speaking of Director of Artillery and the heads of the Gun Factory) were opposed to this policy; and I am rather inclined to think that there has been a steady pressure ever since to get this policy reversed. It so happens that in the last few years up to 1886-87 I believe the trade were dissatisfied with the number of orders that they got; and I believe that has arisen mainly from the fact that some of the pieces were manufactured at Woolwich. At any rate either that was the case or else the Gun Factory at Woolwich made a very great error in the Estimate that they sent into me. I believe that these Sheffield firms have complained to the Secretary of State, the Secretary of State, I understand, has met their complaints; and now the four firms I have mentioned, Cammell & Co., Sir Joseph Whitworth & Co., Vickers, Son & Co., and Firth & Sons are sharing pretty fairly the steel forgings.

4306. I suppose you were not surprised at the permanent officers criticising the introduction of the private trade; that is always the rule, is it not?—It is very natural that the permanent officials at Woolwich should wish to extend their own business.

4307. Was there any complaint or difficulty about the tests?—Yes; the firms in question made a complaint, first as to the tests, and then as to the uncertainty of the demands of which we have been speaking. They complained that the test was not practical. A committee of experts was appointed who advised certain alterations in the test which met with the approval of the trade.

4308. I presume

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[Continued.]

4308. I presume you do not know precisely how matters stand now except that the four firms whom you mentioned are working?—Yes. I had an opportunity of seeing the papers on this question at the War Office; and I understand that at the present moment the trade are supplying the Gun Factory well, both as to the quantity and quality.

4309. Can you tell us anything about the difference in price between what the work would have cost at Woolwich, and from the trade?—The permanent officials claim that they can make these ingots at Woolwich at the price of 45 *l.* a ton; and it costs us 80 *l.* a ton from the trade. Even if that was the difference in price I should argue that it was well worth while to pay the difference in order to get a large reserve of manufacturing power in the country; but I should dispute that being the real difference of price. In my opinion the gun fashions change so quickly, that you ought to have a sinking fund to extinguish capital expended in plant in a short period of time. I do not think that the charge for depreciation is sufficient in the Arsenal.

4310. According to Balance Sheets 1 and 2, you mean?—Yes. Balance Sheet No. 1 does not include this; Balance Sheet No. 2, I think, includes the cost of depreciation of plant and interest on capital.

4311. Do you think that it makes a sufficient allowance in the case of special demands like these?—I do not think that it does in this case.

4312. Where the chances are that the work may be very much altered in the course of a few years, both depreciation and interest ought to be set higher, you think?—Yes.

4313. I need hardly ask you the question; Lord Hartington was Secretary of State at the time, and I presume that he entirely approved of what you did?—Yes. I have seen Lord Hartington lately, and I can say that he approved of the proposals that I made to him; and of course the policy that was adopted was the policy of the Secretary of State.

4314. Sir *William Crossman*.] Did the pledges given to Sheffield prevent Woolwich being kept as fully occupied as the plant there would admit of in steel forgings?—Of course they were not making large steel forgings at Woolwich; they were only making them up to six inches.

4315. That part was still employed?—Yes, certainly.

4316. Mr. *A. Gathorne-Hardy*.] You said, with regard to the chance of alteration, that for the purpose of these special employments there should be a special depreciation and sinking fund to allow for the necessary probability of change; does that apply, do you think, to steel ingots; inasmuch as that is not like a manufacture; it is an article that has to be used for the purposes of manufacture; surely there is no reasonable probability that steel ingots will cease to be used for guns?—I do not know any other purpose for which these large ingots can be used. Vickers, for instance, and Cammell and Firth, put up special plant for this purpose; and, in fact, the hammers for the purpose of producing the ingots were specially procured. It is a quite a new manufacture.

4317. But as long as large guns are made, it is reasonably certain, is it not, that steel ingots will be used for the purpose?—Yes; but you may revert to small guns possibly; I do not say that it is probable. Many wonderful changes do occur.

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ON VOTE 14.

ESTABLISHMENTS FOR MILITARY EDUCATION.

THE RIGHT HONOURABLE LORD HARRIS (attending by permission of the House of Lords); Examined.

4318. *Chairman.*] You are Parliamentary Under Secretary of State at the War Office?—Yes.

4319. Has the Educational Department been specially under your observation and notice?—All papers on Army educational matters, since I have been at the War Office, have come to me, generally direct, or else through the Permanent Secretary; and so I suppose that has been the custom always, the more so because, just previous to my coming into office, Lord Morley had evidently had educational matters under his notice; and during the time that I have been there, which is two years now, I certainly have had a good deal to do with educational matters in the Army and for the Army.

4320. I will take you to the main objects rather than the details of the Estimates in the first instance?—If you please.

4321. You made special inquiries, I believe, soon after you became Under Secretary, into the principal educational questions?—Yes. Two subjects have been brought specially to my notice; firstly, as regards the Army Schools as they were then; and secondly, as regards the larger Military Establishments at Sandhurst and Woolwich.

4322. I will take the Army Schools first if you please. You changed, did you not the system (as shown in the Estimates) from the regimental to the garrison system?—Yes.

4323. Could you explain to the Committee your motive for doing that?—It had always appeared to me that there was no reason why the children of soldiers should not be educated when in England at the civil schools; that had been my impression; and it was with that impression partly that I asked the Secretary of State to allow an inquiry to be made into the subject of Army schoolmasters. In the course of that inquiry that particular point was thrashed out, with others; and my original opinion was entirely reversed. I entered that inquiry thinking that it would be possible to get the children of soldiers educated at the civil schools, and I came out of the inquiry thinking that it would be a very great mistake to do so. I think that an honourable Member of the House and who was on this Committee, I do not know whether he is now, I mean Colonel Duncan, entertained a strong opinion last year that the children of soldiers should be educated at civil schools. That was originally my impression, but the result of that inquiry entirely changed my opinion. One reason for that was that whether the children of soldiers are educated in regimental or garrison schools or in civil schools at home, you must always have a staff of Army schoolmasters for India and the Colonies, and for Ireland. In India, of course, the charge is borne by the Indian Government. Still, you must have the men, ready to send out there when the Indian Government want them. And for Ireland you must have them, because there is no opportunity of educating Army children in civil schools there; and the same for the Colonies. So that you must always have a staff of men, and, I think, that it would be more economical certainly to use this staff alternatively between England, Ireland, and the Colonies, than only to have them for the Colonies and Ireland.

4324. Will you amplify that answer a little. In regard to India it is clear; but as to Ireland and the Colonies there is a school system as large as our own, is there not?—Not in Ireland, I think.

4325. The National system is universal in Ireland, I think?—I understand that there would not be the opportunities in Ireland for educating our children at civil schools as they are educated in England.

4326. Primary

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Right Hon. Lord HARRIS.

[Continued.]

4326. Primary education is not compulsory in Ireland, certainly?—I understand that the schools in Ireland do not give the same advantages as they do in England.

4327. At any rate that was the reason that governed you in your decision?—It was one of the reasons. Then another reason, and one that influenced me very much, was this: I do not think that you should altogether exclude sentiment from this question; and I think that the soldier should look to the Army as his home; and for that reason a married man should be able to look forward to his children getting their education in the neighbourhood of his home. If the Committee will allow me, I should like to read the first Horse Guards Order creating Army schools, dated the 1st of January 1812, which ran as follows: "It must ever be remembered that the main purposes for which the regimental schools are established, are to give to the soldiers the comfort of being assured that the education and welfare of their children are objects of their Sovereign's paternal solicitude and attention, and to raise from their offspring a succession of loyal subjects, brave soldiers, and good Christians." I think that those sentiments are worthy of consideration, and that it is a good thing for the soldiers to be able to look forward, if they are allowed to marry, to their children receiving their education from the same source from which they derive their living. That also had an influence upon me and upon the Committee. And there was a third ground for our objecting to the idea of the change, which was the difficulty, I think, which the Government would be placed in from the ratepayers' point of view. Certainly at some of our larger stations the amount of accommodation for the children would not be sufficient if the children of the Army were added to them. That would mean a considerable outlay in increasing the school accommodation; and if that was to be thrown on the ratepayers, considering that the Army has educated its own children for so many years, I think that they would have some ground of complaint.

4328. I suppose that the numbers would be very fluctuating; the strength at stations is not always the same?—Yes; the numbers would fluctuate no doubt. The average number of children in a regimental school, I think, is not more than 23.

4329. The average at a station where there are more battalions than one, or more regiments than one, would be higher; but would not the number fluctuate very much?—Yes, I think it would fluctuate; but I could not say for certain.

4330. And that would be an additional difficulty with the ratepayers?—Yes.

4331. Had you any other reason for changing your first opinion?—There was also the very strong evidence, which was given us by every officer whom we examined, that they thought the Regimental School or Army School was a distinct advantage, that the children were looked after by the officers of the regiment, and that the colonel himself took an interest in the school. The evidence on that point was so strong that it influenced us a good deal.

4332. The Army schoolmaster has work, has he not, to do with the men as well as with the children?—Yes, he has the adults to educate as well as the children.

4333. To what extent did that influence you in the opinion that you must keep up the schools for teaching the men?—To a considerable extent that also influenced us. The State had undertaken to give education to the soldiers, and, as it had undertaken to do that, we supposed that it intended to continue it to some extent; and that influenced us in regard to keeping up the Army schoolmasters. We went on to say that in our Report, and we drew attention to the Report of the Royal Commission of 1870. As I have already pointed out, the original intention of the Army school was to educate the children; but the Royal Commission of 1870 went further, and extended the education to the soldiers themselves.

4334. And, if anything, that is developing still, is it not?—Yes, it is as regards the First, Second and Third Class Certificates, I believe; and I hope it will do so also as regards the general education of the man who originally only got a Fourth Class Certificate. We abolished the Fourth Class Certificates after this inquiry; and for this reason. We found that, although there was

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some evidence to show that the result of the general education in the country was to bring out a better educated man, yet that was not so marked as would generally be supposed; and that, between the age when a boy leaves the Civil school, say at 13, and the age when he joins the Army, say at 18, he has forgotten almost entirely all the arithmetic he ever learned; and the Fourth Class Certificate did not involve a very great demand on a man's intelligence; it only comprised ability to copy a few lines from a book, and ability to do sums in ordinary figures, not money sums. The rule in the Army then was that every soldier must get a Fourth Class Certificate, and that if he could not do so he must stay in the school six months; and the evidence that was given us went to show that this was considered very irksome by the soldiers. It was not the attendance in the school that they disliked so much as the having to learn; and statistics were produced showing that a large number of them preferred to sit there, doing nothing, rather than to exercise their minds to the small extent that the State asked.

4335. I think you said just now that the effect of the improved general education in the country was not so apparent as you expected?—It has not been so marked as it was generally supposed it would be, in the case of the Army.

4336. We have had evidence from the Chaplain General as to the deplorable condition of religious improvement on the part of men coming into the Army at the age of 19 or 20, as I daresay you are aware?—Yes; I have read the evidence.

4337. And you would say that a like disappointment exists as to their common education?—Yes, I think so. I think that the improvement is not as marked as it was generally supposed it would be. Undoubtedly there has been an improvement, but not to the extent that some people would imagine.

4338. Then, for that reason, as well as for the others which you have been giving, you were unwilling to trust to the common schools of the country, and you preferred to maintain distinct Army schools?—Yes. I think, if you will allow me to say so, I do not quite complete my answer. I told you that we had done away with compulsory education as regards the fourth class certificate. Our reason was this: that we thought there was a waste of money going on in consequence of these men not attending in school. The statistics showed that they did not take the trouble to learn; that they were impeding the school-master, and taking up his time, and standing in the way of those who were willing to learn; and we did not believe that any harm would result from doing away with the fourth class certificate so long as the officers commanding regiments were enjoined to encourage the men to go voluntarily to school. But, as regards the first, second, and third class certificates, they are absolutely necessary, because the third and second class certificates are necessary for non-commissioned officers, and a non-commissioned officer must be an educated man, certainly with regard to accounts. Therefore we retained the first, second, and third class certificates. Our argument was this: that there is no difficulty now in getting good men who are anxious to rise to the rank of non-commissioned officers, to attend school voluntarily for these first, second, and third-class certificates. Their attendance is voluntary now, it is not compulsory; we have not changed that; it is still voluntary. A man undertakes to become a non-commissioned officer as soon as he has done that, if he is a man whom the commanding officer thinks likely to make a desirable non-commissioned officer; and he voluntarily undertakes to go to school and get a certificate. So that that is not changed.

4339. Do you think that the proportion of privates who go voluntarily to school, in order to qualify in this way to become non-commissioned officers, is as high as can be expected?—I think so. Of course there are exceptions. In some regiments there are difficulties. It depends very much upon where they recruit, I think; but, as a rule, they have no difficulty in getting men who are willing voluntarily to try and get the certificate.

4340. Then you are satisfied that the abolition of the compulsory fourth-class certificate has not worked ill?—I anticipated no ill from it; but the result has not been exactly as I anticipated; because it appears that there is now a
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far greater demand for education of that class than there was when it was compulsory, and that the soldiers are going far more readily now to get it voluntarily than they did when it was compulsory.

4341. Are they still going in for fourth-class certificates?—No, the fourth-class certificate is done away with; but they are going in voluntarily for that class of education which was included in the fourth-class certificate.

4342. You have not therefore carried out the change in favour of which you had a prejudice in the first instance: but have you not substituted the garrison system for the regimental system?—Yes, we found this: that, the rule being that in every regiment there was a schoolmaster, in a great many regiments there were not enough children to justify the expense to the country. In some cases the number was ridiculously small. I will just read one or two from the return which I have here. In the case of the 4th Dragoon Guards there were 13 children on the books and an average daily attendance of 12; this includes infants. Then, in the 10th Hussars there were 16 children on the books, and an average daily attendance of 14. There are several cases with 25, I see. Then at Alderney, in the Royal Artillery there were five on the books and an average daily attendance of 2·61. At Christchurch, in the Royal Artillery, the number of children on the books was four; at Coventry, six; at Drake's Island, five; at Great Yarmouth, six; and in the line regiments there are several instances of very small numbers. We thought that the State was hardly justified in keeping a schoolmaster attached to every regiment at home, where there was a building in the garrison sufficient to take all the children of the different battalions quartered there, and also sufficiently large to take the adults who would attend at that school; and for that reason we thought that we were justified in changing the system from a regimental to a garrison one.

4343. By a garrison you mean where there are two battalions, or a battalion and a battery together, or any combination of arms at one place?—Yes, at any larger place; at Aldershot, for instance, there would be more than one school obviously.

4344. Do the schoolmasters under the garrison system belong to the individual regiments, or are they considered to be garrison officers?—They are considered as garrison officers.

4345. That is now the case throughout the Army, is it not?—That is being carried out. The Committee only reported upon it last year, and the system is being changed by degrees. It cannot be carried out all at once. We have some 180 schoolmasters on the establishment at home, and they cannot be reduced suddenly, or else you would have them on the pension vote before they had completed their service, and done as much work as they could do.

4346. But, practically, you wished to treat the schoolmasters pretty much in the same way as the medical officers have been treated, viz., to take them away from the regiments and make them do duty for the whole of the troops that may be brought together in one particular place?—It is in that direction. I do not know whether the case of the medical officers is an entirely parallel case.

4347. But it is in the same direction?—Yes.

4348. You have only had a very short experience of the working as yet, I suppose, of this system?—Very short indeed.

4349. I suppose the new system is hardly in operation yet, but, so far as it goes, are you satisfied with it?—Sir Robert Biddulph, the Director General of Military Education, is here, and he can speak more clearly with regard to the effect than I can, he having the matter under his notice every day; but personally I am satisfied that at present it is having good effect.

4350. Have you also abolished the Normal School, Chelsea?—Yes.

4351. What were the functions of that establishment?—It was originally established to train schoolmasters for the Army, and it has done its work exceedingly well; but by degrees the staff had been reduced, and when it was abolished there was only one schoolmaster who had to train some fifteen or sixteen students for the post of Army schoolmasters, I think. He did his work exceedingly well, but the fault in the school was this: that its object being to teach men how to teach, it had no opportunity of teaching adults; the men had no opportunity of learning how to teach men; their opportunities of learning how

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to teach were at the Model School, Chelsea, where they were all boys, and there were no adults to be taught. We thought that that was a fault in the system, and that the men should be trained to teach adults, inasmuch as the larger number of persons that they have to teach in the Army are adults and not children.

4352. How do you train schoolmasters now?—We propose now that the pupil teachers, after having learnt to teach children at the model school, shall then pass a probationary term at the garrison school for a year or a year and a half, where they shall learn to teach adults, and then be passed into the establishment of Army schoolmasters.

4353. How does a lad become a pupil-teacher?—He would apply; if there was a vacancy we should probably advertise for pupil-teachers. I think that there will be a difficulty in the first two or three years in getting them; because up to the present time they have looked forward with certainty to an Army schoolmastership, and therefore I think that at first there will be a little difficulty in getting pupil-teachers; but I think that will wear away as soon as the present system becomes generally known.

4354. They are all the sons of soldiers, I suppose?—Not necessarily for schoolmasters.

4355. I mean the pupil-teachers?—No, I think not necessarily. We specially asked several officers who gave evidence before the Departmental Committee, whether they had any preference for a military man or a civilian for a schoolmaster; and I think that, without exception, they said that they had no preference at all.

4356. How do you deal with the schoolmistresses; are they the daughters of soldiers?—At one time we thought that the schoolmistresses could be done away with. The infants whom they teach require very slight educational training, indeed, and the schoolmistresses are an expensive item on the Vote, with good pay and allowances, and a pension; and we thought that we should be able to obtain the services of the wives of some of the non-commissioned officers in a garrison who would undertake the teaching of the infants for a very much lower salary, and without coming upon the Non-effective Vote. I am not sure whether we shall be able to do that.

4357. That deals with the infants; but how do you deal with the girls?—I had rather you asked Sir Robert Biddulph upon that point; I am not well up in that.

4358. Then we will pass from the regimental and garrison schools, and go to the higher establishments; your inquiry dealt with Sandhurst and Woolwich, I think?—Yes, with Sandhurst, Woolwich, and the Royal Artillery College, and Kneller Hall.

4359. I will take Sandhurst first; every officer who now comes into the Army by competitive examination has to go through Sandhurst or Woolwich, has he not?—Or through the Militia.

4360. I meant the ordinary system of competitive examination, omitting the Militia. After passing an open competitive examination he goes either to Sandhurst or to Woolwich, according as he is intended to go to one or other branch of the Service?—Yes; there are a very few exceptions. For instance, in the case of men who have come from Canada, from the Artillery College there, there are a few who have got into the Artillery College in that way. That was when there was a great demand for officers.

4361. But, with those few exceptions, Sandhurst and Woolwich are the doors into the Army, excepting the Militia?—Yes.

4362. What changes have you made or what recommendations have you submitted with regard to Sandhurst?—Recommendations is the better word to use; because, although the result of our inquiry has been practically approved of by the Secretary of State, and although our recommendations have been practically approved by him, and also by his Royal Highness, no notification has been issued to that effect yet. It was suggested to me last year that there were certain economies which might be effected in the administrative service of Sandhurst, and that was my reason for asking the Secretary of State to allow an inquiry to be held. The effect would be some reduction in the salaries of the

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the military staff, some reduction in the numbers of the educational staff, and some reduction in the cost of the establishments; in the kitchen establishment, for example. We, at the same time, think that, without crowding the cadets, Sandhurst can find room for 60 more than it has at present, without increasing the educational establishment, which is very desirable from the Military Secretary's point of view, as large demands for officers are now being made from India. We also think that the term can be lengthened from eight months, as it is now, out of the twelve to nine months without any increased educational establishment, and without any increase in the cost to the country.

4363. Then your recommendations seem to be greater economy all round, and a slight increase in the term of education?—Yes.

4364. That increase in the term of education will not affect the accommodation, I suppose, because, practically, you have two terms, have you not?—Yes.

4365. That will remain?—Yes.

4366. But the cadets will be there for a longer time?—Yes, for nine months, and not for eight months. They are nine months at Woolwich, as you know, now; and we saw no reason why there should be practically four months holiday at Sandhurst and only three months at Woolwich.

4367. Did you consider, in connection with Sandhurst, whether the separation of Sandhurst from Woolwich could be superseded, and one course established through Sandhurst?—For the Artillery as well as the Line?

4368. And the Engineers?—No, we did not go into that; we did not take that subject up. It was a very large one I thought. It so happened that Mr. Smith had asked me to look personally into that question the year before, and I had looked into it to some extent; and it appeared to me such a very large one, involving such very great changes, which might meet with some considerable opposition from some quarters, that so far as regarded this particular subject of economy with regard to the cost of the establishments, and economy with regard to giving cadets more education, it had better be taken up without hampering it by going into the larger question.

4369. I suppose you are aware that the larger question has been before the War Office more than once?—Yes.

4370. And that there has been a very strong opinion expressed in its favour in certain quarters?—I am aware of that.

4371. That is to say, that our men going into the Army, except through the Militia, might pass through one college, at any rate, for a certain time; but that was not referred to you, and you could give us no opinion upon it?—I have my own opinion; but that subject was not referred to the Committee.

4372. Were those the only changes that you have recommended with regard to Sandhurst?—No; there was one other change which we recommended. We found that the cost of educating the cadets was not covered by their contributions. We saw no reason, in the case of civilians, who had given no military or naval service to the country, why that should be so, and we recommended that the fee paid by the sons of civilians should be raised without interfering with that paid by the sons of military men or of naval men. That principle has always been recognised. The sons of military and naval men have always been allowed to get their education at Sandhurst and Woolwich for less than the sons of civilians; and we thought that it would be justifiable to raise the fees paid by the sons of civilians to about the cost per head in the establishment.

4373. What have you estimated that at?—At about 150 *l.* a year.

4374. The charge being now how much?—£. 125.

4375. There is some distinction, is there not, between the ordinary cadets and the Queen's cadets?—Yes.

4376. Did you deal with that also?—No; we did not interfere with the Queen's cadetship. I am afraid that I am not well posted up in that point; I would rather that you would ask Sir Robert Biddulph about it.

4377. I am only asking you as to what came before your Committee?—We did not interfere with the scale of fees paid by the sons of military men. All that we interfered with was the scale of fees paid by the sons of civilians.

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4378. And you came to the conclusion that 150 *l.* a year would fairly cover the expense?—Yes, allowing for fluctuations in number.

4379. Would you tell me who your Committee were?—There was myself, Sir Richard Temple, Sir Arthur Herbert, Sir Robert Biddulph, General Barker, Colonel Lonsdale Hale, and Colonel Sir St. Vincent Hammick.

4380. You had no member of the Accountant General's Department; you had not Mr. Knox or any of his officers with you?—No; but we asked Mr. Knox to give evidence whenever there were financial points raised.

4381. Was he satisfied as to the 150 *l.*?—I do not remember that we referred that specially to Mr. Knox.

4382. Did you recommend any serious change in the educational course at Sandhurst?—Yes; we did to some extent. We found that owing to the system there a certain number of the instructors were not occupied, as we thought, sufficiently in consideration of the salary which the country gave them. We found that the average weekly attendance in lecture or in instruction in the school given by the officers of the tactical branch only amounted to about nine hours per week; we thought that that was hardly sufficient, and looking into that question, we came to the conclusion that the instructors and professors at Sandhurst might, without unduly trespassing on their time, give more attendance in school and in lecture, with the result that we get an extra month of term time, and we reduce the staff, I think it is, by five instructors.

4383. That is the tactical instruction?—No; that is over the whole. The number of hours given in the other branches, I think, about 15 or 16 hours per week, and in the tactical branch only about nine hours per week. In fact, we found that practically every instructor had two days' holiday a week, not including Sunday; he had Sunday as well.

4384. Have you made any change as to the amount of knowledge expected in modern languages?—No, we have not touched the curriculum at all; that was not referred to us.

4385. Or have you made any change in the amount of mathematics?—No; we have not touched the curriculum at all.

4386. So far, has that change, which you have described, come into operation?—As I have already said, I believe it has been approved by the Secretary of State and His Royal Highness; but no order has been issued at present.

4387. Passing from Sandhurst to Woolwich, what changes have you recommended there?—I think that I am fairly stating the opinion of the Committee when I say that Woolwich is well and economically conducted and administered. The changes which we recommended there are very slight indeed; I think they amounted only to some more simple form of rendering the accounts. At present, as perhaps you know, the cadets are paid three shillings a day by the Government. They receive that for every day in the year. The cadets at Sandhurst are only there for the 365 days; the cadets at Woolwich are there for two years, sometimes less; that depends upon the demand. That three shillings a day in reality I think covers the cost of messing, the repairs of clothing, and the kitchen establishment for the nine months the cadets are there; but the accounts were not rendered in a very simple way; they were mixed up with parents' contributions and only so much is shown for the cadets' messing during the time they are there. Altogether they seemed to be so complicated that we recommended that in future a far more simple form should be adopted, showing, on the one side, the receipts for the pay given to the cadets; and, on the other side, the cost of messing, the cost of the kitchen establishment, and the repairs to clothing; and if anything remained over any other contingencies could be shown against the three shillings a day.

4388. In point of finance you made no change really, but only in the shape of rendering the account?—Yes, and of course the change as regards the contribution from sons of civilians.

4389. At Sandhurst?—No; at both.

4390. What change have you made at Woolwich?—The same as at Sandhurst.

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4391. Is the contribution 125 *l.*?—Yes, it was, and now it is proposed to make it 150 *l.*

4392. Those being the only changes at Woolwich, we will pass to the Royal Artillery College; what change have you recommended there?—We have not been able to recommend any great change there for this reason: that it is in a transition state. The result I believe of the report of Lord Morley's Committee will be that the cadets would get sufficient training in artillery subjects at the Academy; and that it would not be necessary for them to go on to the Artillery College for four or six months as they do now. That change has only just come in. And, on the other hand, I understand that the Ordnance Artificers (which is a new class going up, owing to the modern armaments that we are adopting) will have to receive their training at the Artillery College. Therefore, on the one side, it is possible that you do not want so many instructors, and on the other side you want more. Accordingly we were not able to make any recommendations with regard to the staff employed at the Royal Artillery College. I do not think myself that there are any reductions to be made there, either financially or numerically, except a very small one with regard to the French and German masters, who are paid 50 *l.* a year each, if the cadets do not go there any longer. The number of courses at the Artillery College is considerable; there are some 15 courses and a great deal of useful instruction is given, not only to these cadets, but the class is also open (and it was originally contemplated that it should be open) to officers who voluntarily came there; and they undoubtedly do come there. It is utilised by officers of the Royal Marine Artillery and by officers and non-commissioned officers of the Royal Navy; and in my opinion, and in the opinion of the Committee, the Royal Artillery College is doing most useful work. We should, if anything, like to see it decentralised somewhat from its present central position at Woolwich to any of our large military ports, where a garrison of artillery are likely to be concentrated; but that is part of a large scheme for the organisation of the Royal Artillery which is perhaps beyond the special subject you are examining into.

4393. Young officers of engineers, after they have left Woolwich, go to Chatham and are still under instruction, are they not?—Yes.

4394. Did you look at all into that?—The year before I had at Mr. Smith's request looked into that a little; but it was not referred to this Committee. I have not any reason to believe that there was anything special that required looking into there.

4395. As to Kneller Hall, will you explain to the Committee the functions of Kneller Hall?—Kneller Hall is for the purpose of training bandmasters and bandsmen for the Army; and the effect has been that, I think with the exception of two, every bandmaster in the Army has now been taught in England at Kneller Hall. We have got all English bandmasters, and they are far more reliable men than the foreigners, I believe, that we originally had. I think that there are only two foreigners in the British Army as bandmaster, one is Mr. Zavertal, of the Royal Engineers. Sir Richard Temple went specially down to Kneller Hall to examine it, and he came away delighted with it, convinced that it was doing most admirable work. And certainly the evidence which we had before us convinced us that it would be almost impossible, I think quite impossible, to get our bandmasters and bandsmen trained as cheaply at any civil establishment as we can get them trained at Kneller Hall.

4396. Who is the Commandant?—I think there has been a change quite recently; Sir Robert Biddulph will tell you that, I forget at the moment who it is.

4397. You dealt rather with what you found as the result of the late Commandant's work?—Yes. Colonel Thompson was Commandant at the time of our inquiry.

4398. Do you remember how many bandmasters and bandsmen there were at Kneller Hall?—The strength at that time was 200, of whom 40 were serjeants termed students, being those under training to become bandmasters; and 140, termed pupils, that is boys and lads being trained to be bandsmen; the remaining 20 consisted of the staff and of old soldiers employed on fatigue duties, such as servants, cooks, and in cleaning the exterior and interior; therefore, there were 180 under tuition constantly.

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4399. From the experience which you have had in connection with these inquiries, have you formed any clear opinion as to the work of the State in undertaking the partial education of officers, and the more complete education of boys and soldiers?—I have formed an opinion.

4400. Could you tell the Committee what that opinion is?—I think it is a very important thing that the State should undertake some military education for the men who are going to lead our Army, which is uniquely placed, fighting in every part of the world. You want specially good officers, I think, for such an Army; and I do not think myself that you will get exactly the training which you want in a civil establishment, and which you do get in these military educational establishments. I do not think you want only literary attainments for a man who is going to lead such an Army as ours. I think that you want him to have learnt habits of discipline as well before he gets into the Army; and I am not sure that he learns them at civil establishments in the same way that he does at our military State-aided establishments. On the whole, after looking into them, I believe that they are doing very good work; and, so far from personally thinking, that it would be wise to abolish them, I should very much prefer to see them so widely extended that we should be able to get all our officers through military establishments of that kind, rather than a proportion of them through the militia. And with special reference to the Artillery College, as I said before, I should like to see it far more widely extended, because I cannot imagine any object of greater importance to England, with her immense coast line to defend, and the very valuable armaments which she has on board her ships, than that the officers of her artillery should be thoroughly trained. I should like to see, as I said before, the Royal Artillery College decentralised from its present position at Woolwich, and so placed that the officers of Garrison and Artillery in general, might be able, without the difficulty of leaving their station and going to Woolwich, to get that more advanced artillery instruction which, as I have already said, I think is so necessary.

4401. Leaving for the moment the more technical and professional education of our officers, and indeed non-commissioned officers, have you formed any opinion yourself about the acquirements of foreign languages by the officers and non-commissioned officers?—Greater encouragement has been undoubtedly given to competitors at examinations, both for Sandhurst and Woolwich, to study a foreign language, and after they have entered the establishments, to continue that study; and of course we are encouraging officers, after they have entered the Army, to take up foreign languages by giving rewards for proficiency in them.

4402. But you probably have heard, or read, what passed in 1881, when there was an inquiry on this subject about the difficulty of persuading the public schools to do what seemed to be necessary in training boys and young men in foreign languages?—I certainly have found that in some of our public schools, there is still a very decided tendency to urge for higher marks being given for Greek; and again, on the other side, you will find some of our great and very successful schools urging for higher marks being given for scientific subjects rather than for ancient languages. You will also find that some schools are more inclined to establish their modern side, but that seems to me to be again a question of difference amongst the experts; for I believe you would find that the Civil Service Commissioners are rather inclined now to take the view that the education given on these modern sides of some of our great public schools does not give that sound training which it was originally expected it would, and that they find that the soundest education is still given by the old classical education system, such as is adopted at the old public schools.

4403. But dealing with the officer himself, do not you find that the percentage of officers who can speak a modern language is very much lower than the necessities of the service seem to point to?—I should say that that was so from my acquaintance with officers, not from any official experience.

4404. You have not read the papers in the War Office on that subject?—I do not remember those in 1881; I will look them up.

4405. Do not you look upon it as most important that every officer, if possible, should be able to speak one modern language?—Certainly; and I think

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think that we insist that he should be examined in at least one modern language.

4406. But is there not all the difference between the literary acquirement of a language and its colloquial practice?—The whole difference, I think.

4407. And so far as the colloquial practice is concerned, you would admit would you not, that the officers of the Army are deficient, as a rule, at the present time?—Are you speaking comparatively with what they were?

4408. No; I say are they not deficient compared with what is good for the efficiency of the service?—I should like to be able to say that all the officers of the British Army are able to speak one foreign language.

4409. Is it the case that every officer in the German service is able to speak one foreign language?—I do not know.

4410. And a large proportion of the non-commissioned officers?—I do not know.

4411. You are a public school man; you do not know where the difficulty was found to be in dealing with the public schoolmaster?—I do not remember that; but I take it that in some of the public schools there is an old established preference for the old classical education, and I am not at all sure that results may not show that they are right.

4412. And they find themselves at a disadvantage, do they not, in competition for Sandhurst and Woolwich?—I suppose it may be said so; because, as a rule, the lads leave and go to a crammer.

4413. Or go abroad?—Yes.

4414. Sir *Henry Havelock Allan*.] In developing one of the answers which you were good enough to give us just now as to the technical, that is the professional instruction at both Sandhurst and Woolwich, it is, is it not, of a very high order; that is to say, that the officers on going out both from Sandhurst and Woolwich are found, are they not, to be comparatively much more highly educated than they used to be some years back?—Yes, I should think they were, comparatively.

4415. And the reports of general officers and others who have to do with these young men when they join their regiments point to the fact that the instruction both of a practical and professional nature given to them makes them much better suited than they were some time back for the purposes of the service?—I think so, certainly.

4416. With reference to that part of the subject in which you said that you would like to see a greater development of that educational system and less reliance placed on officers passing through the Militia, do you not think that the professional training which the officers receive, who are allowed to go through two trainings with the Militia, and then to pass into the Line with a rather mitigated examination, is, to a certain extent, detrimental to the professional standard of education in the Army, and is rather a hardship against those who have passed through a higher course?—I think the training that a man gets in going through the Militia, is not as good as that which he gets at Sandhurst for the Army.

4417. Obviously; it is for a very much shorter time for one thing?—Yes.

4418. And it cannot, from its nature, be of so thorough and complete a description?—I think it is not. For one thing he gets no training in riding.

4419. And you desire, I think you said, as far as possible to make all the future admissions into the Army through our military colleges, if it could be done?—I should like to see that.

4420. You are aware that there is not in any foreign country, either Germany or Austria or France, anything analogous to our system of permitting a certain number of officers to enter the Army through the Militia with what I may call an inferior professional training?—I believe there is not.

4421. In Germany, for instance, the whole of the officers go through military and cadet colleges?—Yes.

4422. Even in Austria it is the same?—I believe so.

4423. And those who are meant for immediate duties in command of the French Army go through St. Cyr without exception?—I believe so.

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4424. With regard to the proficiency in languages of officers generally, do you not think it would be advisable to offer some extra inducement to officers to study modern languages after they have passed into the Army?—We do offer some. I have not got them in my head now; but there are rewards for proficiency in modern languages.

4425. Captain *Cotton*.] Is it not 4,000 l.?—It may be that; I do not recollect.

4426. Sir *Henry Havelock-Allan*.] You are aware that in India, where it is a very desirable thing that they should be up in the languages of the country, there are considerable pecuniary inducements, and that the officers, to a great extent, take advantage of them?—Yes.

4427. Sir *William Crossman*.] In regard to modern languages, I see that although there are instructors in French and German in the Academy at Woolwich, there are none provided for at the College at Sandhurst?—I had omitted to notice that.

4428. That is at page 74 of the Army Estimates?—Yes, that is so; they are examined in French on coming in, I think, and there is no continuation of it during the time they are at the College.

4429. Do you not think it would be advisable to have that continuation, looking to the importance of foreign languages?—I should be inclined to think it would be.

4430. Then, with regard to another point; I think you said that it was only on emergencies that commissions were given to students of the Military College in Canada; is it not the case that commissions are given every year to a certain number of engineers from that college?—There may be one; I do not think it is an annual thing.

4431. I think that has been so for the last few years?—Yes; because that has been rather special. There has been a demand, owing to the increase of batteries in India, for officers of Royal Artillery, and we had to increase the establishment at Woolwich in consequence.

4432. There certainly have been some given to the Engineers for the last three or four years; do you not think that that is the recognised thing?—With the exception I have mentioned, I think there is one given very frequently to the Royal Artillery College in Canada.

4433. Mr. *A. Gathorne-Hardy*.] With regard to the answer that you gave to Sir Henry Havelock-Allan about the Militia, I understood you to say that you thought it would be very desirable that all officers should go through the education of our Military College; but with reference to this question of the Militia, it is a larger question than a mere educational one, is it not?—Yes, quite so.

4434. There is the question of providing officers for the Militia; and it has been found, has it not, that this system is very efficient for the purpose?—Yes; I was speaking from an educational point of view.

4435. I was going to ask you whether you would not confine your answer wholly to the educational point of view?—Yes.

4436. I presume that if it were desirable that all officers should go through a military education, there would be no insuperable obstacle to those officers who obtain commissions through the Militia, being subsequently trained by the Military College?—I could not say, without thinking of it, whether that would be desirable or not.

4437. I am not quite putting whether it is desirable or not; but it would be possible, would it not?—I could not give a definite answer off-hand to that.

4438. The question I wished to ask was, whether you wished to confine your answer to the educational part; you would not like off-hand to recommend the abolition of the system of admissions from the Militia?—Oh, dear, no. I was giving my own personal ideas of what would be good for the officers of the Army.

4439. Educationally?—Yes.

4440. Mr.

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[*Continued.*]

4440. Mr. *James Campbell.*] In speaking of the Army schools, you gave us the average attendance in regimental schools, which are now superseded, but you did not mention what was the average attendance at garrison schools?—I was saying that the change has only just come in; and that we have had no return of that at present.

4441. But you look to that being a much larger figure than 23?—As the garrison schools came into effect, no doubt the number of children who will be on the books will be larger than at the regimental school, because there will probably be two battalions; but as I said before, that change can only come in gradually, because owing to the number of schoolmasters we have on the establishment, we can only reduce them by degrees.

4442. But with a larger average attendance of scholars, you hope to have a better class of teachers?—Yes, I hope so. I think that the teaching is good; but the effect upon their own minds of having a large number of scholars would be better because you can classify them better.

4443. And that would also give a greater stimulus to the teacher?—Yes.

4444. You mentioned that 150 *l.* was now to be the contribution from the sons of civilians; you did not mention what was the contribution from the sons of officers?—It varies from 80 *l.* to 110 *l.*, according to the rank and services of the officers. If you ask Sir Robert Biddulph that question he will give you the exact figures probably.

4445. Mr. *Picton.*] Why should there be any special inspector of Army schools; why should not Her Majesty's Inspector of schools at home inspect also Army schools; of course you must have inspectors abroad, but that is a limited number?—We must have some inspectors at home as well as abroad, and, as I have said before, on the question of schoolmasters, I think it is more economical where you can transfer them backwards and forwards from the colonies and home; but I think that our inspectors are specially trained for examining men who have got to teach adults. The civilian schoolmaster has only got to teach children; our schoolmasters have to teach adults as well as children, and our inspectors must keep an eye upon the men as well as upon the schools.

4446. The special point that I have in view is this: would it not tend to keep the education of the children on a level with the education of other children in the elementary schools if their instruction were inspected and examined by Her Majesty's Inspectors of Schools?—I think, for various reasons, that the education given in a military school, and that given in a civilian school, is very similar, and the results are equally satisfactory, I think, from the evidence that was given to us. I do not think myself that there is any great advantage in that change; it is merely the transfer of the cost from one department to another.

4447. I will mention one special department of instruction; after I came into the room you were asked a question about the schoolmistresses, and you said that a good many of them had to do only with infants, and that very little was required of them; of course you are aware that the instruction of infants is increasingly regarded as very important?—Yes.

4448. Is there anything like the Kindergarten system of instruction in the Army schools?—I could not tell you that; I do not know.

4449. I observe that the extra duty pay to soldier assistants has been reduced from 4,036 *l.* in the Estimate of last year to 700 *l.* in this year's Estimate; I presume that that is because they were not found effective?—No; it is because of the change from regimental to garrison schools.

4450. Is it only on that account?—Yes.

4451. Is it thought desirable still to keep them on to this limited extent?—We have had to increase them since the Estimates were framed, in consequence of the large number of soldiers coming voluntarily to school.

4452. They have received no special instructions, have they?—Yes, they have in the regimental schools.

4453. They have had no training as teachers, have they?—Yes, in the regimental schools.

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[*Continued.*]

4454. Would they be accepted, do you think, as assistants in any public elementary school in the country?—I cannot say.

4455. *Chairman.*] They may be considered, may they not, as pupil teachers of an advanced age?—Yes.

4456. *Sir Henry Havelock-Allan.*] Those soldier assistants, who are assistant teachers, are very often men, are they not, who have had to do with scholastic pursuits before they entered the Army?—I have been told so.

4457. That is to say, they are chosen for their qualifications?—Yes.

4458. *Captain Cotton.*] So they would not be very available for purposes of public education, because their duties are more for teaching adults than recruits?—Yes.

4459. *Mr. Picton.*] But I understand that they are set over a number of children; they hear their lessons and so on?—I think that is only in a very few cases.

4460. *Captain Cotton.*] You were telling us about the entrance into the Army through the Militia, as well as by means of military colleges; are there a few who come in from the University now?—Yes, to Sandhurst, there are a few cadetships given to the Universities. I mean that there are a certain number of cadets who have been at the University who come on to Sandhurst.

4461. Is the age increased for them?—Yes; the age for a University candidate is, I think, as high as 22 or 23. I am not quite sure which.

4462. The numbers of such cadets are not considerable, are they?—No.

4463. Is that a system which you would like to see extended at all?—No; I think it is a great mistake at Sandhurst that the ages range from 25, which they do in the case of the West Indian cadets, to 17 in the case of the cadet who comes in direct for the Line. I think it is a very great mistake that there should be young men ranging between those two ages. I think that the age should be kept down from 17 to 20, if we could arrange for the education of the West Indian cadets; but that is the difficulty.

4464. *Chairman.*] That is only a contrivance to give a man another chance, is it not?—I believe so.

4465. *Sir William Crossman.*] Do you know the reason why the age of the West India cadets should be higher than that of the other branches of the Army?—The West India service is not a very popular service, and if you kept down the age of the candidate to the same as it is for the Line, it is very possible that you might not get candidates at all. I presume that the original idea was, that by raising the age we should ensure getting candidates.

4466. *Mr. Brodrick.*] Do you anticipate any considerable reduction of expenditure from your various reports?—I think that we may anticipate a reduction of expenditure through the change from regimental to garrison schools; but not as large as we originally anticipated, because where we thought there would be a considerable reduction of Army schoolmasters, I think that will be counterbalanced by a very large increase in other assistants; but there will be economy there.

4467. Would you like to give any figures to the Committee?—I should not like to say that.

4468. Generally speaking, there will be some tendency to a diminution?—Yes; I think so.

4469. And in the matter of Sandhurst and Woolwich, what do you say?—There will be distinct economy there; there will be, I should think, from 13,000 *l.* to 14,000 *l.* a year, perhaps.

4470. Do you include in that the proposed change with regard to the amalgamation to the two offices of Governor and Commandant?—Yes; and the increase in the school fee on the other side.

4471. The Estimates this year show a reduction on every item of the Educational Vote, do they not?—Yes.

4472. And that is partly in pursuance of the suggestions made by our Committee?—Yes.

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LIEUTENANT GENERAL SIR ROBERT BIDDULPH, G.C.M.G., C.B., R.A.,
called in; and Examined.

4473. *Chairman.*] How long have you been Director General of Military Education?—About three months.

4474. We cannot therefore ask you much from your experience of the Department; but you are acquainted, I presume, with what has passed within the last year or two?—Generally so; but I was on the Committee which sat on the Military Colleges lately, and therefore I have more specially had my attention directed to them; and recently there have been many questions, during the last three months, connected with the education of officers which have come up, which I have been going into.

4475. You have heard Lord Harris' evidence; before I take you through the Estimates, is there any point which occurs to you which you would like to give an explanation upon as regards either the school or education, do you mean?—I think not, except perhaps as regards the schools. Some questions were asked with regard to the children being educated in the civil schools. We are doing that so far as possible already at some places, chiefly at the depôts of the regimental districts. We are now arranging that the children of soldiers there shall be educated, as far as possible, at the civil schools when they are within reach; and in that way we are abolishing the schoolmasters who formerly taught them. The reason why we in some cases do not find it economical to do that is, that where you have adults to teach you may as well employ the schoolmasters of the Army in teaching; by which means you save the school board fees; but where the schoolmaster is not required for teaching adults then we can always in England, as a rule, send the children to the board school.

4476. Has that been done in many depôts?—Yes, it has been done extensively.

4477. In single depôts, in the first instance, I suppose?—Yes; we can only do that by arrangement, of course, with the authorities of the board school; but as the depôts are permanent, there are not the same difficulties as with a regiment which goes and comes, and where the numbers are fluctuating; but as the depôts are permanent the children are more or less permanent, because they are not the children of the fluctuating part of a garrison, viz., the recruits, but they belong to the permanent staff.

4478. Do you find the managers either of the board schools or of the other public elementary schools willing to come to an arrangement as to the soldiers children?—Yes, generally quite so. The only places where you could not do that would be at large garrisons where you would completely overflow them. I might take Woolwich, for instance. The garrison children there would completely overflow the board schools.

4479. And you would hardly suggest it there?—No; there would be no object in it.

4480. But where you do suggest it, where it is for the good of the service that the children should go there, you do not find that the managers interpose any difficulty?—We have not found any difficulty as yet.

4481. And there is no religious difficulty at all now?—No, none has made its appearance.

4482. In those cases do you pay the regular established fee?—Yes; the only difficulties with regard to fees we have had, have been in denominational schools in Ireland, because they have all different rates of their own, and they exact class rates; that is to say if the children of soldiers went to school they would say the children of a serjeant should pay more than the children of a private, and the children of a warrant officer should pay more than the children of a serjeant. Then I have to settle that with the Finance Department of the War Office, to see how we can arrange, because as a rule we only allow a fixed rate for each child.

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[Continued.]

4483. Are the fees in Ireland higher as a rule?—In some instances that have come to my notice they are higher than in England.

4484. That is probably the practical difficulty to which Lord Harris alluded?—Possibly; but that is a detail that would not be sent up to the Under Secretary of State; I should deal with that in the Finance Branch.

4485. Have you any other remark to make as to the regimental schools or rather the substitution of garrison for regimental schools?—As regards the inspection I think I might say something, because a question was asked just now on the subject. It has been suggested that we might take advantage of the Inspectors of Civil Schools to inspect Army schools; but it is not found practicable for this reason: that we require so much more from our school inspector than the Civil School inspector would be willing to do without previous arrangement with the Education Department, and at possibly much increased cost. For instance the civil inspectors simply inspect the children in schools; we have adult schools also. Then one of the principal duties of our school inspector (and it is a very important one indeed) is the examination of non-commissioned officers and soldiers for certificates; and I apprehend that considering the number of these examinations the Education Department would have to make special arrangements and might not be willing to undertake that without increased cost.

4486. Have they been sounded about that?—No; the numbers are very large. I suppose in England alone the examinations for certificates last year were upwards of 25,000, scattered about; and we have to examine those that are abroad. I have here a return of the duties done by the school inspectors during the last two years, or rather it is for the years 1885-86. This return is not one we usually have, but was prepared for the Committee of which Lord Harris was Chairman, and which he alluded to, which sat last year on Army schools. That shows the number of schools which each Inspector had to inspect, and the number of men he had to examine for certificates, and the number of children both elder and infants who attended those schools for each of the two years which I have mentioned. The Inspector has a very considerable amount of work, a great deal which would be outside the ordinary functions of a School Board Inspector.

4487. How do you get inspectors of Army schools?—They are mostly promoted from the Army schoolmasters.

4488. You say mostly?—I believe entirely; but I have not been in my present office sufficiently long to be able to say that that point has come before me, beyond that I know it to be generally the case.

4489. And they are paid like officers so much a day?—Yes, they have the relative rank of officers, and their pay is stated in detail in the Estimates at page 76; sub-inspectors are paid from 9 s. 6 d. to 15 s. 6 d., rising by 1 s. 6 d. every five years.

4490. With whom does the inspector rank?—With a captain.

4491. And a sub-inspector?—As a lieutenant.

4492. I asked Lord Harris a good many questions about the instruction given to the men, and I gathered from him that quite recently compulsory passing in the fourth class had been abolished?—Yes, the fourth class has been abolished altogether.

4493. All men had to pass in the fourth class; now it is entirely optional?—Yes.

4494. But no one can be a non-commissioned officer who has not passed in one of the other classes?—In the third class.

4495. Do you find, practically, that the number of men attending the schools is increasing?—We find it is increasing a little now. Of course there was a very large drop immediately that the fourth class certificate ceased to be compulsory, and it was in consequence of that, that the Estimate for soldier assistants was reduced from 4,000 l. to 700 l. It was thought that 700 l. would be the outside; but I am glad to say (I suppose I ought to be glad to say) that we have already doubled the Estimate; we have already got over 1,500 l.

4496. Which means that the soldiers' schools are not so unpopular as it was supposed they would be?—Yes.

4497. At

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4497. At what hours of the day are soldiers taught in the schools?—The hours vary according to their duties. An hour and a quarter a day is considered the attendance for a soldier.

4498. At what time of day is that instruction given?—That time is ordered to be fixed locally according to military requirements. We have representations made sometimes that a soldier, say in the Engineers, or in the mounted corps, is so much employed during the day that there is no time for him to attend school. In those cases we require that they should attend school at evening classes.

4499. Is that distasteful to the soldiers as a rule?—No, not to the non-commissioned officers or men who have to attend; the only man that it is distasteful to is the schoolmaster.

4500. A man likes to get his evening if he can?—Yes; but if he wants promotion he would rather go then than not at all.

4501. Being fixed in the evening has not stood in the way of schools being sought for?—No; it is a common practice in the mounted regiments to have evening schools.

4502. Then you think that on the whole the prospect as to the schools for adults is good?—It is so very tentative at present that we can hardly say what the result will be. We make the attaining of certificates compulsory for non-commissioned officers, which we hope will tend to bring them in. But, at the same time, the state of education of the lower classes in England still is very much below what is to be desired. The Board Schools have not effected that vast change that it was expected they would; that is to say, there are not so many wholly illiterate as there used to be, but they learn comparatively little; if they leave the Board School at 13, there is plenty of time between then and 18 to forget what they have learnt, and as a matter of fact many of them come to us in such a dense state of ignorance that they have to begin almost over again.

4503. I asked Lord Harris the question whether he thought that the young men who joined the Army were, as to education, in that deplorable condition (I think that that was the expression) in which the chaplain said they were as to religious instruction?—Certainly not; there is no doubt that there has been a very considerable general improvement. You rarely find the man who makes his mark and cannot sign his name now; that was a very frequent thing 20 years ago. The total number of illiterates in the British Army is about 12 per cent., which is, I believe, about the same as in the French Army, but is very much in excess of the percentage in the German Army; but then, in Germany they have had a compulsory system of education for a great many years.

4504. And the French have not to this day?—That is so. Then on the other hand it must be remembered that the percentage in the English Army is a percentage taken from men drawn from very various classes. I presume that in Scotland you would not find 12 per cent. illiterate; and therefore you must add that percentage on to the Irish and English, who are far below the Scotch.

4505. A man on attestation is bound to sign his name or make his mark, is he not?—Yes.

4506. Is the percentage then as high as 12 per cent.?—No; not of men who make their marks, though I do not know that that point has ever been examined specially; but from my own knowledge of attestations which I have lately examined, I have very rarely seen a man who makes his mark; it is very uncommon.

4507. May we take it that both as to the schools for children and as to the schools for men, fair progress is being made now, and you have no very urgent recommendations to make?—That is so. I think that the new system requires watching. It is an experiment, and I think it must be considered as an experiment.

4508. The new system of abandoning the compulsory fourth class, do you mean?—I should rather say the system of abandoning the regimental schools. It has its advantages in some respects; but there is one great difficulty our schools
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have to contend with, and that is, that we have possibly among a small number of children as many different standards as they have in a large board school. It may happen that a schoolmaster has only a dozen children to teach; but he could really teach double the number with greater ease, if they were all in two classes. It is the variety of standards that makes the difficulty. We adopt in Army schools exactly the National school standard of education in every respect; and of course by having the children of several regiments in one garrison school you have a very great economy, and very great comparative efficiency, because you are able to group the children into classes, which is a very great advantage to the teachers. Where you have a large garrison like Aldershot or Woolwich then you can form good garrison schools; and I think that then the system is of very great advantage.

4509. Do the individual schoolmasters in garrison schools each belong to a regiment?—No. There is, and always has been a corps of Army schoolmasters, and they used to be attached to the regiments, but not to belong to them.

4510. And that has not been changed?—No. Instead of being posted to the regiments they are posted to the garrison.

4511. I will take you, before going to another subject, through the Estimates, please; I think it may be convenient; you have got this year an Assistant Director less than last year?—Yes.

4512. What was the cause of that, do you know?—The reduction was determined upon before I came into my present office. When the Estimate was being prepared last year, I think it was found that the staff was in excess of the present necessities. Some years ago an officer was added at the time when there were a great many examinations for promotion and other things, and a great deal of extra work brought in to the department; but as the work became more solidified and crystalised, so to speak, it was found that it diminished, and that extra officer was not required. The department is worked in two branches, one for officers, and one for men. Each of those was under an Assistant Director. The officers' branch had this extra officer, a deputy Assistant Director, attached, and it was not thought necessary that that branch should continue to have two officers.

4513. What is the duty of the examiners in your office?—The examiners are gentlemen who conduct the examinations at the Royal Military Academy, at the Royal Military College, at the Staff College, of the Militia officers for admission to the Army, and of officers for promotion; also of soldiers for first, class certificates.

4514. How are they paid?—They are paid by fees according to the nature of the examinations, and the number of papers they have to look through.

4515. Who are they, as a rule?—Civilians, and retired officers, and occasionally full-pay officers; according to the nature of the subject.

4516. Where they are civilians are they connected generally with the Education Department?—No. For instance, the Linguistic Examiners, of course, very often are foreigners who have resided in this country for many years, and have been connected with Civil Education. Then the Chemistry and Scientific Examiners are rarely officers.

4517. How do you get them?—We keep lists of gentlemen who have asked us to put them on our books as examiners; and they are selected as a rule from those lists.

4518. They are not selected by the Civil Service Commissioners?—No; but we have often obtained names of gentlemen from the Civil Service Commissioners in the same way as they have from us.

4519. As a rule do the examiners continue in office; do they go on from year to year?—It is quite arbitrary so far. We do not look upon it as an appointment; each examination is a separate thing by itself. We write to a gentleman and say, will you undertake to set a paper for this examination. It is not considered a permanent office; but the same men, if they are good men, are often employed.

4520. You

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[Continued.]

4520. You are aware that it has been suggested that the crammers keep a very accurate record of the length of foot of the examiner or try to do so, and it is very important to try to prevent that if you can; have you endeavoured to cope with that in any way?—The policy which I have adopted, during the short time I have been in office myself, has been to change the examiners; that is to say, you may employ the same gentleman if he is a good examiner, but you put him to a different place; because we have so many examinations, having Woolwich and Sandhurst, the Staff College and the Militia, and we want say a Fortification examiner for each place, that you can change the men from place to place.

4521. But you are aware of the fact that the crammers are all on the look out to know who is likely to be the examiner?—Yes; and it is the rule in our office that we never tell anyone who is the examiner; and when we write to gentlemen to ask them to undertake a paper I tell them it is desirable that it should be considered as confidential. I think it is very undesirable myself that it should be generally known who is the examiner for a particular paper.

4522. Then I will pass to the Royal Military Academy at Woolwich. I see that it is intended to amalgamate the office of governor and commandant; is that likely to come into operation soon?—With regard to that I should say that there is a slight error in the footnote. What was intended really was to amalgamate the three appointments, to convert three appointments into two; the governor, the commandant, and the adjutant. That was the idea both at Woolwich and at Sandhurst; it was not quite the two into one, but the three into two. With regard to those appointments, those at Woolwich will not be vacant very soon, because the governor was only appointed last year, and a commandant between three and four years ago.

4523. How many years' appointment is that of the governor?—It is a seven years' appointment.

4524. When the three are converted into two you will have a considerable economy on the Estimate?—Yes.

4525. In the Educational Branch at Woolwich do you look forward to any tangible future economy?—No, we hardly see our way to any reduction of that staff, considering what they have to teach; on the contrary there is a note put against certain appointments that they are temporary and expire on the 31st of August this year; and with regard to some of those we have been obliged to apply to have them continued.

4526. The Estimate is a little too sanguine, in fact, in that matter, as it was sanguine about the soldier assistants?—It is not exactly that; but when the number of cadets was increased they had to give temporary assistance, and they kept it on temporarily for a year; and now we find, the numbers not having been reduced, that it is difficult to keep going without an increase; but the amount in the schedules would not be increased.

4527. I asked one or two questions of Lord Harris about modern languages; are you satisfied with the amount of teaching given at Woolwich in modern languages?—I think so. We now only teach French and German; it was found better to limit the instruction in modern languages to those two, because a great deal of desultory teaching in voluntary modern languages appeared to be unnecessary.

4528. Is the acquisition of a certain standard of French or German at Woolwich compulsory?—Yes.

4529. And is the teaching colloquial or literary?—It is both.

4530. That is to say, every cadet at Woolwich is compelled to go through a certain amount of conversation with the professor?—Yes; and the examination is oral as well as by paper.

4531. Is the examiner in French always a Frenchman?—Invariably.

4532. Do you think that the proportion of officers passing through Woolwich who can speak a modern language is increasing from what you hear?—I should

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[Continued.]

should say, generally speaking, that it is increasing in the Army. I think that at Woolwich it was always the custom. I never knew a case in which an officer in the Artillery and Engineers could not speak a modern language; it has always been compulsory since the beginning of the century.

4533. Is it not a little strong to use the word "speak"; he was always obliged to know something of a modern language; but it does not necessarily follow from that that he could speak it?—It may be rather strong perhaps. There may have been a few cases of officers who could not speak a foreign language; but I have rarely met an officer either of Artillery or Engineers who could not speak French or German fairly well.

4534. I pass to Sandhurst; you are making there, I presume, the same combination of three officers into two?—Yes.

4535. And with the same economy?—Yes; with this difference, that the changes will take place immediately at Sandhurst, because both governor and commandant have to retire during the present year.

4536. And it will be promotion for the adjutant to get improved pay under the new arrangement?—I cannot exactly say what will be the steps taken to fill up the vacancy.

4537. Going to the educational branch, there is no professor of modern languages, I think, at Sandhurst?—No; they do not teach modern languages at Sandhurst.

4538. Is that not a great deficiency?—I ought to say that the whole instruction at Sandhurst is so entirely different from that at Woolwich or at any other place of ordinary education, that one cannot, perhaps, altogether compare it. The instruction at Sandhurst is supposed to be purely military; that is to say, they only teach fortification, military topography, military administration, military law and tactics. They teach those five subjects only, and the cadets only remain a year; that is at present eight months, excluding the vacations; and the course is so short that I do not know that they would have any time to learn languages.

4539. But is not the knowledge of at least one modern language an essential in military education?—Certainly. I think myself that no officer in the Army can be considered properly educated unless he knows French.

4540. What proportion of officers of the Line do you think know French thoroughly?—I think there is a great deficiency in that respect. The curriculum has been adopted for a short course at Sandhurst, owing to the desire that every officer should pass through Sandhurst, as far as possible.

4541. Do you remember what the requirements in modern language of your military examiners are?—A candidate on being examined for Sandhurst has to pass in French or German, the examination being limited to translation from the language, and grammatical tests; that is the preliminary examination. On the further examination he has to take up three subjects out of four; and as those four subjects contain two modern languages, it necessarily follows that he must take up one of them. The four subjects are Mathematics, Latin, French, and German. He must take up three and therefore he cannot avoid one modern language; and he must pass in that. The actual efficiency he has to attain in that I am unable to say, because that is conducted by the Civil Service Commissioners; they never publish to the world what their qualifying minimum is; but it is such, according to the regulations, as to satisfy the Civil Service Commissioners.

4542. Do you remember whether there is oral examination in modern languages by them, or is it only on paper?—It is both. I believe that the candidates can refuse the oral examination; because I have seen it put on the papers sent out by the Civil Service Commissioners to candidates; that those candidates who wish to decline the oral examination are to notify their wish to the Civil Service Commissioners.

4543. So that apparently it is not compulsory?—Apparently not.

4544. Therefore an officer may come into the Army now without being compelled to be moderately proficient orally in any modern language, and when he reaches Sandhurst he gets no further instruction in modern languages?—Yes.

4545. Is

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[Continued.]

4545. Is not that a terrible deficiency?—Yes; it is a deficiency, I think. I may say that it is a point which has attracted my attention already; and I am now in communication with the Civil Service Commissioners on the subject of the entrance examinations for the Army. Some questions were asked in the House of Commons with regard to the new examinations for entrance to Woolwich, and that brought up the whole subject. At the same time the Civil Service Commissioners approached the Secretary of State on the subject, stating that they were not satisfied with the education of the candidates who presented themselves for the Army, looking from a public point of view. I have had a great deal of personal communication with them since; and the Secretary of State is inclined to propose some change in the subject the effect of which will be to make certainly one modern language absolutely compulsory.

4546. Do you happen to have read the papers of, I think, 1881, when Lord Morley had a series of interviews with the head masters of public schools on this point?—No, I have not read those papers; my excuse must be the short time I have been in office.

4547. You know that the head masters came to the conclusion by a very great majority that it was impossible to satisfy the War Office requirements as to modern languages?—I heard so.

4548. And that the result has been that the public schools have suffered so far as admission into the Army goes?—That very probably would be the result.

4549. Would it occur to you that the question might now be taken up again?—I think it is being taken up in the way I have indicated,

4550. I meant in connection with the head masters of our public schools?—I do not know that there would be much more profit in discussing it with them. I think that the mistake in the old regulations has been in having too many optional subjects; there was such a wide choice of subjects, out of which anybody might take up not less than two or more than four, that the result was that you got such a varied class of information among the cadets that you could not have any general curriculum for them after they came in. I think that there should be a much more rigid list of compulsory subjects to form a basis.

4551-2. Is it the case now that at Woolwich a cadet who is not quite up to the mark in mathematics and other subjects can improve his position by his passing in Greek and Latin, and I am not quite sure that he cannot in Hebrew?—Do you refer to a cadet or a candidate?

4553. I mean a cadet after he is in Woolwich?—According to the present regulations there are a great many voluntary subjects, and they allow them to count up the marks. I think it is a bad system, and Lord Morley's Committee proposed that it should be abolished.

4554. Has that been abolished yet?—It is to be abolished next Christmas.

4555. Passing next to the Staff College; on the same question, you are not making any economy there, I think?—No; it was not one of the institutions that was reported on by Lord Harris's Committee, and no changes have been made. I may say that there is not much scope for that. They have only one instructor for each subject that is taught. There has been one considerable reduction that has been made of late years. There is a lecturer on applied sciences who has taken the place of a professor who received 400 £.; that change was made last year. There really were two professors with 400 £. each; when one retired the second took the duties of both, and when the last retired they made a lecturer in the place of both.

4556. There are three professors of modern languages in the Staff College?—Yes.

4557. Do you happen to know whether there is any oral examination there?—I am not able to answer that, though I could easily ascertain it.

4558. You have under your general control, have you not, the Royal Hibernian Military School?—It is to a certain extent under my control, but to
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[Continued.]

a very limited extent, because it is managed locally almost entirely; it is generally under my department; the Commissioners of the Royal Military Asylum in Dublin manage it more or less, but they cannot interfere with the Estimates. I have to deal with those entirely.

4559. The Commissioners are public officers, judges, civil and military officers?—Yes.

4560. And you do not hear so much of that school as you do of the others?—No.

4561. It is in an efficient state, is it not?—It is considered to be so; it is always well reported on by the General Officers commanding in Ireland.

4562. You have no practical knowledge of Netley, I presume?—No.

4563. Although it is in your Estimate?—No, I have nothing to do with that.

4564. And as to Kneller Hall, I suppose your Department interferes very slightly?—No, I really have nothing to do with that, although it is in this Vote. The only thing which I am going to take charge of is the examination. It was recommended by Lord Harris's Committee that there should be an independent examination there instead of their being examined by the Instructors. It is only a matter of a few pounds. We took evidence on that point. I shall have to take charge of the examination, obtain the examiners, and pay them.

4565. I have taken you through the Estimates; is there any remark which you wish to make to the Committee?—No, I think not.

4566. Sir William Crossman.] The recruits now who come in to the dépôt are not obliged to join the school at all, are they?—No.

4567. Have you heard whether that has a beneficial effect on recruiting?—So far as I can see it has had no effect, but recruiting has fallen off considerably during the present year, because the Army being full there has been no pressure made, and trade has also revived.

4568. I asked you that because you have been Inspector General of Recruiting before holding your present appointment?—Yes.

4569. With regard to the examination of non-commissioned officers, you say that no one can become a non-commissioned officer until he has passed the third class and got a certificate?—Yes.

4570. Does he require to pass the second before he gets promoted?—Before he is made a serjeant. A serjeant must have a second class.

4571. And warrant officers require a first?—That was not the rule till the other day. I found that there was no rule whatever about first-class certificates, and I introduced it with the sanction of the Commander in Chief; and also some of the first-class staff serjeants must have a first-class certificate.

4572. Can you tell the Committee what percentage of the men in the regiments now elect not to go to school at all?—No; it was only brought into operation this year, and I have no information yet.

4573. What is the duty of the soldier assistants?—They are assistants to the schoolmaster, and they are called "Soldier Assistants" because they are always soldiers. They are taken from the regiments who are attending the school.

4574. What are they paid?—Their pay is given on page 76 of the Army Estimates. The senior in each school gets 6 *d.* a day, and the others, 4 *d.*

4575. Last year, and this year also, a good deal of reference has been made to military clerks; I think you employ a good many military clerks in the office of Director of Military Education?—Yes.

4576. Do you find those men good and faithful?—Yes, perfectly, so far as that is concerned. I find myself that there is a deficiency in superior education in these men; that is to say, I do not think a military clerk is a very good expert in drafting a letter or expressing what I wish.

4577. But in the common clerical work of an office they are just as good as anybody else?—Yes; as regards mere writing.

4578. And

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[Continued.]

4578. And in your office, I suppose that many confidential papers must be open to their inspection very often, with regard to examination, and so on?—Never. An officer always takes everything connected with the examinations; the papers are opened solely by an officer and kept in a locked drawer; they are never allowed to go to non-commissioned officers.

4579. *Chairman.*] Copying and cyphering is practically what they do, is it not?—Yes; but still of course there is a great deal of correspondence; you want letters drafted to general officers explaining subjects or answering letters.

4580. Would the soldier clerks do that?—The head or the superintending clerk in the room would.

4581. *Sir Henry Havelock-Allan.*] Anything which was not of a confidential nature would come within their duties?—Yes, quite so.

4582. *Sir William Crossman.*] Have you any idea what the comparison of the cost of instruction is at Sandhurst and Woolwich compared with the public schools?—No, I have no means of knowing that.

4583. It would be hardly fair to compare them to a certain extent, because there are many matters not connected with education, such as the pay of officers, connected with discipline, which are not provided for in public schools; I asked this because it was brought forward before as something against the system of military education?—It is rather difficult to institute a comparison between the two.

4584. Have you any idea what the increase will be in the fees paid to Woolwich and Sandhurst by the proposed increase, from 125 *l.* to 150 *l.* in the charge made to sons of civilians?—It was calculated that it would produce 4,900 *l.* a year for Sandhurst, and 3,350 *l.* a year for Woolwich; that is to say, taking the numbers as they now stand.

4585. There was a question put to Lord Harris, namely, that it has been mooted, as you know, that there should be one large military school at which all branches of the service should pass; that, in fact, those men who got the Artillery should go to the School of Gunnery at Woolwich, and the Engineers to the School of Engineering at Chatham; what do you think of that proposal; I will not say from a financial point of view, but from a military educational point of view?—It would make a complete change in the system. Cadets go to Woolwich younger than they do to Sandhurst, and have harder examinations to pass before they can enter.

4586. Then you might have a harder examination during the course of instruction at the college?—Yes, certainly. But there is this difficulty; that if a cadet were required to remain a year longer in order to qualify for the Artillery and Engineers, or more than a year, he would be placed at a certain disadvantage in entering the Army; and you would find that no one would wish to go in. They would say that they would rather get commissions a year earlier.

4587. *Chairman.*] That could be met by ante-dating, could it not?—That would not be sufficient. They would not have had the advantages of being in the Army; they would be kept at school a year longer.

4588. *Sir William Crossman.*] I think you say that the pupil teachers all go to one model school; I think I understood Lord Harris to say that when a pupil teacher is nominated he goes to a model school?—We have abolished that. The normal school at Chelsea is abolished.

4589. Where do the pupil teachers go now?—Nowhere. Under the new regulations they will be taken in by examination. We are now going to hold an examination this month for the admission of pupil teachers.

4590. At what age do you take them?—From 17 to 19.

4591. Then they go at once into the school?—Yes, they become assistant schoolmasters and go into the schools.

4592. Under the schoolmaster?—Yes.

4593. I think that the School of Military Engineering at Chatham, or Shoe-buryness, does not come under you at all?—No.

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4594. Nor

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4594. Nor the Army Medical School; you have nothing to do with the Estimates for that?—No.

4595. Sir *Henry Havelock-Allan*.] Although you have been a very short time at the head of the branch of military education, you have had, of course, a long experience of the Army in all its branches?—Yes.

4596. Do you not consider that the education which officers, or those who are going to be officers, get at Sandhurst now, for the time it lasts, is of a thoroughly practical description?—Yes, I think so; but, as you say, qualified by the time it lasts; I do not think the time is sufficient to have sufficient effect.

4597. You would prefer, if possible, that it should be a longer course?—Yes.

4598. Great attention has been directed of late years, has it not, to making the education there of a thoroughly practical nature, so as to enable the men who go through it, immediately upon entering on their duties as officers, to be capable of instructing their men?—Yes.

4599. And that has, to a great extent, succeeded, comparatively, with former scales of education?—Yes, I think so.

4600. Then as regards the professional education of the officers who pass in through the Militia, that, as compared with the Sandhurst course, which lasts nine months, must necessarily be of a very inferior description?—As regards some branches; of course they are deficient in fortification and military topography; they are also examined in military administration, in law, and tactics.

4601. But the only opportunity which they have of qualifying themselves in those two subjects of administration and tactics are during the short periods of two months' training in two successive years which they get in the Militia?—Quite so, but many of them get other instruction; they join other Militia regiments for duty; and a considerable number of the Militia officers are now called out at the depôts.

4602. You would not recommend the abolition of the system of allowing officers to pass through the Militia into the Line; but still you are aware that, comparing them with others, they are very inferiorly instructed at the time when they join the regiments?—Yes, I should say in some respects they are; but I do not think the Sandhurst course is sufficiently long now to make that very great difference, because the course is very short; it is merely eight months' teaching for fortification and military topography.

4603. Nine months as against two months, is it not?—It is going to be nine months; it is not nine yet.

4604. Eight, as against two, I will say?—It is two months; but they get some instruction by going to military tutors and getting instruction in military subjects.

4605. That is over and above; but so far as regards their military instruction, connected with any military organisation, it is confined to what they get in those two months during which they are up for two successive trainings?—Yes.

4606. And you are aware that there is not any system analogous to that in any foreign service in the world?—But they have no Militia like ours.

4607. But in every instance they insist, do they not, on a thoroughly professional instruction of one, or one and a half, or two years for their officers before they enter their position of officers?—Yes.

4608. And so far as circumstances would allow, you would like to see our system made conformable to that, would you not?—I do not know why our system should be made conformable to that of foreign nations. Our whole social and political system must stand by itself. We have always been brought up in a different way, and one cannot lay down a hard-and-fast rule. I, myself, attach great value to having a certain wide discretion with regard to admission to so large a body of officers as we have. I think it is advisable to have a few men from one body and a few from another, and for those reasons I like having a few University candidates; I think it is not a bad thing, although I should not like to see it made too wide.

4609. With regard to the present system of admitting men from the Militia, it affords an opportunity, no doubt, for admitting men who, although inferiorly

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[Continued.]

feriorly educated, professionally are in other respects very valuable officers?—Yes. I have heard the Military Secretary say that the reports he receives with regard to the Militia officers generally are very satisfactory.

4610. But so far as can be done for future development you would like to see the professional education of officers rather increased than diminished?—Certainly.

4611. Mr. *Brodrick*.] Your expenditure on your office has been rather decreased this year?—Yes.

4612. The staff has been decreased by an Assistant Director?—Yes.

4613. And the work has been re-arranged and shared between the Assistant Director and the Deputy Assistant Director?—The work has not been really rearranged; it was always in two subdivisions, and each subdivision used to be under an Assistant, only one had a Deputy Assistant Director to assist him and he has not now.

4614. How do you find that arrangement act?—I think that the reduction has done no injury; that is to say, two officers were not wanted in that subdivision; one is quite enough.

4615. The work can be done by yourself and two officers instead of three?—Yes, I think so.

4616. Do you think it makes a material difference whether the Assistant Directors are on the same status as the Deputy Assistant Directors?—I think it ought to have been two Assistant Directors, and that the Deputy Assistant Director who was added some years ago ought to have been the one knocked off; which was the intention. No change has been made in the internal organisation of the office, and I should have preferred each division being retained under an Assistant Director.

4617. Do you think that the work is equally responsible?—The work in the School Branch, which the junior always has, is really more troublesome and weighty and, with regard to the money, more responsible than the work in the other branch.

4618. Could you give the Committee roughly the relative duties of the two branches; will you just roughly state what is the division of work?—Generally speaking it is this: Sub-Division, Number 1, has charge of everything relating to the education of officers; that is to say, with regard to Sandhurst, Woolwich, the Staff College, the examination of officers for promotion, and the examination of officers in languages. Sub-Division, Number 2, has everything relating to the education of non-commissioned officers and soldiers; that is to say, the Army schools, certificates of education, and matters of that sort, and of course soldiers' children.

4619. Through whose hands do the examination papers of Sandhurst and Woolwich go through, the Assistant Director?—Yes; all the examiners are in direct communication with him; their papers are sent to him by name and are confidential; he opens them, has them printed and sends the prints to them to revise, and afterwards sends them out to the establishments concerned, where the examinations are conducted.

4620. Your quartermaster has received some promotion during the year, or rather the clerk; you have had a quartermaster instead of the clerk; could you tell the Committee the reason of that increase?—Yes, he was a warrant officer, and he was promoted to be quartermaster on the occasion of the senior clerk retiring. The senior clerk was retired last year on a pension; he was an elderly man, and on the occasion of his retirement the warrant officer who was at the head was promoted to be quartermaster and made the head of the clerks, in lieu of appointing a fresh civilian.

4621. This work involves the handling of marks, and work of rather a delicate character passes through his hands, for which it is necessary to have, of course, a responsible person?—All the marking is done by the examiners; there would only be the comparing and notifying in the subdivision.

4622. But is it not the fact that it passes through his hands and it is necessary to have a man of particularly responsible position?—Yes; I think it is very necessary

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necessary to have a man of certain responsibility. We have not only the correspondence, which I have said is more or less managed by one of the officers; but all the examinations for first class certificates are managed from my office, and it is very desirable that there should be no impropriety connected with the issue of those.

4623. On the whole there is a reduction on your clerical establishment during the year?—Yes.

4624. One question with regard to Sandhurst and Woolwich. You anticipate no difficulty, do you, in the amalgamation of the position of Governor and Commandant at Woolwich and Governor and Commandant at Sandhurst?—No; the only difficulty at Woolwich was pointed out by the Governor lately. There are three lieutenants all of the same rank. If the Governor was away and the Commandant doing the general duties, there would be nobody in military charge of the cadets but the three lieutenants; but it has been suggested that that might be met by making one of them captain, and I think the Secretary of State will probably approve of that. With regard to Sandhurst there is more difficulty, owing to the system of the military work being performed by some of the instructors, and we are now putting more work on the instructors with the additional hours of study that we are giving, and reducing a large number of them. We are going to reduce five from Sandhurst. The consequence is that it has been suggested by the Governor that there may be some difficulty in dealing with that, especially with the increased number of cadets that is intended. That is the only point brought up connected with it.

4625. Since last year the chaplain at Woolwich has been reduced, has he not?—Yes.

4626. Are you of opinion that there is sufficient work at Woolwich for a chaplain unless he fills some other post?—I do not think there is myself: on the other hand, the Governor has a very strong opinion that there ought to be a chaplain.

4627. There is no chapel at Woolwich, is there?—No.

4628. Therefore, if some spiritual supervision is needed, it might be supplied either by appointing a clergyman as one of the instructors, or by employing some clergyman who is not on the military establishment?—Quite so; that is what was suggested by the Governor lately, viz., that one of the instructors should be a clergyman, the instructor of mathematics, for instance.

4629. Captain Cotton.] To perform the duties of chaplain as well?—Quite so.

4630. Sir William Crossman.] Are the libraries and reading-rooms for the troops under your charge?—To a certain extent; that is to say, I have to signify approval to the appointment of a librarian; but, of course, the general management is done under the local general officers.

4631. Do you know whether these libraries and reading-rooms are well attended by the troops?—I think they are.

4632. And do they do a deal of good, and are they highly useful?—I think so.

4633. There is another subject that you have not been asked any questions upon. There are a large number of schoolmistresses on the Estimates at page 76; there are as many as 181, are there not?—With regard to the schoolmistresses, we are obliged to put them on rather a different footing from the schoolmasters because where we have Army schoolmasters they take the elder children, the elder girls as well as the boys. I do not think it is a system which I altogether approve of, but at the same time they do. Then the girls have to be taught needlework, and the infants have to be looked after; so that at present we have retained the regimental system for schoolmistresses, the schoolmistress of the regiment taking the infants and teaching needlework to the elder girls. Where the children attend the board schools then, of course, the schoolmistress disappears; but the children of regiments, as a rule, do not attend board schools; it is the children of dépôts and detachments who do.

4634. Are many of these schoolmistresses the wives of Army schoolmasters?—In many cases; but I may say that their status is going to be entirely altered.

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Continued.

We are not now appointing any schoolmistresses under the old regulations. The report of Lord Harris's Committee on that subject recommended that in future the wife of a non-commissioned officer in the regiment should be appointed as a kind of acting-schoolmistress without any claim to pension, and at a lower rate of pay, to perform those duties.

4635. Then, the system of garrison instructors for officers will now be done away with?—They are not shown in this Vote; they are under the Vote for the General Staff.

4636. Do they come under you at all?—Yes, they are now called the deputy assistant adjutant generals for instruction.

4637. They are not under your orders, but under the order of the general officer?—They are not directly under me, but they are in communication with my office. All matters connected with garrison instruction are communicated by the general officers to me, and I take the orders of His Royal Highness on them.

Friday, 15th June 1888.

MEMBERS PRESENT:

Mr. Brodrick.	Mr. A. Gathorné-Hardy
Dr. Cameron.	Sir Henry Havelock-Allan.
Mr. James Campbell.	Mr. Jennings.
Mr. Childers.	Colonel Nolan.
Captain Cotton.	Mr. O'Kelly.
Sir William Crossman.	Mr. Picton.
Sir Frederick Fitz Wygram.	Mr. Stanhope.

THE RIGHT HONOURABLE EDWARD STANHOPE, IN THE CHAIR.

ON VOTE 15.

MAJOR GENERAL HENRY JAMES ALDERSON, C.B., R.A., re-called ;
and further Examined.

4638. *Chairman.*] You are responsible only for certain items in this Vote ?
—That is so.

4639. I will take the items for which you are specially responsible. First of all, there is the Vote for the Ordnance Committee, the cost of which has decreased this year by 27 *l.* To what is that due?—That is due to the new appointment of military clerks having been made at a lower rate of pay.

4640. Otherwise the evidence that was given last year with regard to this item is the same at the present time?—Yes, it holds good now.

4641. Item B., for “Experimental Services,” is the same as last year?—It is the same as in previous years.

4642. Item C., for “Rewards, &c., to Inventors,” I see, shows a decrease of 2,000 *l.* What was the cause of that being taken at 2,000 *l.* less?—The Vote includes 16,000 *l.*, which is the third instalment of the purchase money for the Brennan torpedo; and the total amount is 110,000 *l.*, of which 30,000 *l.* has been paid out already in the Supplementary Estimate of 1886–87. The Estimate also includes the salary of Mr. Brennan, Mr. Temperley, and Mr. Argent, who were employed in the Brennan torpedo factory, and the balance of the Vote is to meet any grants made for inventions.

4643. Why do you take 2,000 *l.* less this year for that than you did last year?—I suppose it was that there was less to pay.

4644. The other items in this Vote for which you are responsible, I believe, are part of the Armouries at the Tower, under Item F.?—Yes, to a certain extent I have to deal with Item E.; that is the “Royal Artillery Institution, &c., and Royal Engineer Institute.” There is a small decrease there.

4645. And then there is Item M., “Police”?—Yes.

4646. Is that a new addition to this Vote?—No, the reason for the insertion of “Police” is, that we have to a very great extent extended the use of the Metropolitan Police for the guarding of magazines and places generally, which we find better than trusting to the military sentries.

4647. Was the charge for Police taken formerly under Vote 9?—Yes.

4648. And this year that is transferred to Vote 15?—Yes. ●

4649. As compared with last year there is a decrease under the head of Police?—Yes, a slight decrease of 389 *l.*

4650. *Dr. Cameron.*] Will this Vote for Rewards to Inventors require to be supplemented this year?—I cannot tell yet.

4651. I saw

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[Continued.]

4651. I saw some statement about rewards on a fairly liberal scale having been given to an officer for the discovery of a position-finder; can you tell me the circumstances in that case?—That reward was paid with the consent of the Treasury last year out of savings in the Vote; it will not appear again.

4652. Sir William Crossman.] That reward never came before Parliament at all, did it?—No, I do not think that that particular Vote did.

4653. Dr. Cameron.] That is rather a matter of principle; you say that this reward, amounting to, can you say how much, roughly?—£. 25,000 was the amount of the reward, and the pay is 1,000 *l.* a year for 10 years.

4654. Chairman.] What was the nature of the invention for which that was the reward?—The nature of the invention is an arrangement whereby the fire of the coast batteries is directed without the officers in the battery, having to lay the guns themselves. The arrangements are that positions are selected at some distance from the batteries in a secluded spot, it may be a mile off; there the officer in charge of the position-finder stations himself, and he watches the ship coming by means of a telescope and by a very ingenious arrangement of Major Watkin's plan, the position of the vessel coming is plotted down by him on a chart, and he can at any moment signal to the battery the elevation and the direction to be given to the guns; he watches the vessel passing, and by the apparatus he can foretell exactly where the ships will pass, say in a minute's time; the order has been given for the guns to be loaded and laid; he gives the order, so much elevation, so much deflection; and then as the ship crosses the spot which he is watching with the telescope, the officer in charge of the position presses down a button that fires the gun. The object is that the officer in that way is entirely free from the working of the battery, is free from smoke, and is not observed by the enemy.

4655. Dr. Cameron.] I was not challenging the adequacy of the reward at all; my question was directed to the point of principle to the control of Parliament over expenditure generally; and I want to know particularly how this sum of 25,000 *l.* was paid without coming under the notice of Parliament at all; you say it was by savings?—It was authorised by the Treasury out of savings in the Vote of last year.

4656. Out of which Vote?—From the Vote generally; it was done by the Treasury, and I cannot say under what particular head they authorised the payment.

4657. Occasionally rewards are given for inventions, with regard to which there is not such unanimity of opinion; for instance, the Brennan torpedo reward was made the subject of contest in the House of Commons; again, without entering into the question of the adequacy of the reward in that case, that seems to show that it is necessary that Parliament should have an opportunity afforded of controlling the expenditure in such cases; is it possible if the Brennan torpedo reward had been on a small scale, it might have been paid out of savings, and never have come before Parliament?—I should think not. The Brennan torpedo reward was to extend over a number of years.

4658. You have here, in the case of this position-finder, 1,000 *l.* a year for 10 years?—Yes.

4659. Where does that 1,000 *l.* a year come in?—That 1,000 *l.* a year will have to be paid. It was settled that the reward was to be given after the Estimates were framed, so that it does not appear in the Estimates this year. Money will have to be found for it.

4660. And when the Estimates were framed, was it the intention to take this out of the savings and not to show it?—No; when the Estimates were framed it was not known what the reward would be to Major Watkin.

4661. When was the 25,000 *l.* paid?—I am afraid I cannot tell you that exactly.

4662. It is the point of principle and of account keeping that I am driving at, you understand, nothing beyond that; and the latter being carried on in such a way as to ensure the control of Parliament over expenditure, which is rather an

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important

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[Continued.]

important point, I wish, if you could charge your memory with it, to know whether the 25,000 *l.* was paid after the close of the last financial year, or before it?—I think it was paid before the close of the last financial year.

4663. But after the present Estimates had been framed?—Yes.

4664. Then this year, we may take it, that nothing but the 1,000 *l.* a year, proposed to be paid to the inventor, will appear?—Only the 1,000 *l.* to be paid.

4665. That will not be out of savings?—We shall have to get it out of the Vote somehow.

4666. How about next year?—Next year the 1,000 *l.* will appear.

4667. And then, for the first time, Parliament will be afforded an opportunity of discussing it?—I fancy that Parliament was told of it in the House.

4668. That is hardly a constitutional opportunity of discussing it; for the first time next year Parliament will be afforded a constitutional opportunity of discussing the question involving this expenditure of 35,000 *l.*?—Yes.

4669. Sir William Crossman.] That will be after the money has been paid?—Yes.

4670. Dr. Cameron.] That is after 26,000 *l.* has been paid?—Yes.

4671. Does that appear to you financially right?—I am not responsible for that part of the Vote; I can only tell you whether the award was a proper one, professionally speaking; I have nothing to do with the way in which the money was found. The Accountant General, who is ill, would have given you the whole story.

4672. When does the Accountant General become aware of that?—By the Treasury approving of its being paid.

4673. The savings you say came out of Vote 12?—It came out of that, or out of the Vote generally; I cannot say which.

4674. Has there been any other instance, do you know, of rewards being paid out of savings which have not come to the knowledge of Parliament at all?—I am not aware of any.

4675. It is not the custom?—No, it is not the custom.

4676. Mr. O'Kelly.] On this question, whether this is a proper expenditure generally, can you tell us whether this range-finder is similar to the American range-finder which has been in existence for a great number of years, where the range is taken from two stations with two telescopes separated a couple or hundred yards from each other, and connected with the electric telegraph:—There are a great number of range-finders, which are position finders, in existence; but without entering into details, which I cannot do without divulging the secret of this position finder, I may say that this one, after the matter has been carefully gone into, has been pronounced to be far superior to the American or any other. It is the arrangement and management of it that renders it far superior in professional opinion to any other that has been invented.

4677. Then of course Parliament would have no means of judging of that, as the matter is to be kept a profound secret?—We should rather like to keep it to ourselves, of course, for a time.

4678. Mr. Childers.] Do you know why the President of the Ordnance Committee is the only officer on that Committee connected with the War Office who has not consolidated pay?—No, I do not. The original arrangement with the War Office was that the pay should be 800 *l.* a year, independently of his general officer's pay.

4679. Was not that arrangement made before the arrangement for consolidated pay was established; and do you know now why that officer is not, like every other officer employed at the War Office, put upon the Consolidated Fund?—I do not.

4680. Perhaps you will make a note of that?—Yes.

4681. About the Tower armouries, are they considered to be under your charge?—Yes, to a certain extent they are, of course.

4682. In the case of the 20 Yeoman Warders of the Tower who do not get the 3 *s.* 10 *d.* a day, have they anything besides their 1 *s.* 2 *d.*?—There are 40 yeoman

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[Continued.]

yeoman warders and they take it alternatively. It is not that 20 are on duty ; but the men on duty get extra pay, and the men who are off duty do not.

4683. So that the extra pay is shared among the whole ?—Yes.

4684. Then with regard to the police ; are those grants towards the Metropolitan Police paid over to them ?—Yes, these men are taken from the Metropolitan Police and we pay them entirely.

4685. And the grants are paid according to the men that are employed, I presume ?—Yes.

4686. Can you tell us why the War Office pay a contribution towards the Wimbledon Meeting ?—No. Sir Ralph Thompson will tell you that ; that is not under me.

4687. *Chairman.*] Was not this invention of Major Watkin's considered one of exceptional importance ?—Undoubtedly it was.

4688. And was it not felt that to have postponed any action upon that invention until they had been able to take the opinion of Parliament on Vote 15 would have been a serious loss to the public service ?—It was absolutely essential, in my idea, to establish the invention at once ; and that, therefore, the reward should be paid to the officer as soon as possible.

4689. And that was done with the object and intention of settling the position finder without any delay ?—Yes.

4690. Has the invention, as purchased by the War Office, been before them for a considerable time ?—Yes ; Major Watkin had been working out the idea for a long time ; but in its complete form we only had its final trial last year. It is one of those inventions that, of course, can be improved upon slightly from time to time. I daresay now we are actually working out an improvement on the position finder for low sites ; but the new one was certainly only perfected and completed this last year.

4691. And, of course, at that time there was the prospect of a very considerable number of increased defences being added to our principal ports ; and therefore it became all the more urgent that the position finder, if adopted at all, should be used in aid of the defences of those ports ?—Certainly.

4692. *Sir William Crossman.*] Did not Major Watkin carry out all the improvements at his own expense ?—It is difficult to say ; he did to a very great extent. Of course he had assistance in whatever way we could give it.

4693. He paid large sums of money out of his own pocket towards it, did he not ?—No doubt he has done a very great deal in the way of invention ; he has worked at it in his own time to a very great extent.

4694. *Sir Henry Havelock-Allan.*] Major Watkin has been engaged in perfecting this range finder for over 10 years, has he not ?—Quite that time.

4695. *Mr. O'Kelly.*] How many years is it since it was first offered to the War Office ?—In its present form only last year ; but in its original form probably 10 or 12 years ago.

4696. And essentially it was the same thing, was it not, 10 or 12 years ago ?—I should not say that, certainly.

4697. *Sir William Crossman.*] In principle was it the same ?—No, it was not the same thing ; the original invention would not be worth much as against the present one.

4698. *Dr. Cameron.*] When do you say it was brought in its perfect form last year to the War Office ; I ask that question again with regard to the principle ?—I think the final trial was in October.

4699. Who assessed it ?—It was brought before the Ordnance Council, of which the Under Secretary for War is Chairman, and on which are several officers and people connected with the Department ; the Adjutant General and myself, and the Quartermaster General, and the Inspector General of Fortifications.

4700. And they make the assessment and report to the Secretary of State ?—Yes, they report to the Secretary of State what, in the opinion of the Council, is a just and fair reward for the invention.

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4701. In

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[Continued.]

4701. In the case of another series of inventions, the value of which are assessed by a judicial tribunal, such as that Lynnal Thomas invention, would that come before your Committee at all; would the assessment of a jury that an invention was entitled to a certain amount come to that?—No; that was for another thing altogether.

4702. Simply on the question of inventions; that Lynnal Thomas invention did not come before your Committee at all?—I am not certain whether it did.

4703. May I take it that the Secretary of State alone is responsible for these things?—If an inventor asks for a reward, the matter is investigated by the Ordnance Council; the whole story brought up before them, and they state whether in their opinion the invention is worth a reward or not, and, if so, how much.

4704. Should I be right in saying that the claim for invention is referred by the Secretary of State to the Ordnance Council, and that their report is dealt with by the Secretary of State?—Yes.

4705. Sir William Crossman.] Was that the case with regard to the Brennan torpedo?—I am not certain whether that was not taken as a special case by itself.

4706. Then it is not the case that it is always referred to the Ordnance Council?—That is so.

4707. Mr. Childers.] The Brennan torpedo is a secret to all but three people, I think?—I think three or four is all that know it.

4708. Sir William Crossman.] Is there anything to prevent foreign powers using Watkin's range finder?—We should do our best to prevent it.

SIR RALPH W. THOMPSON, K.C.B., re-called; and further Examined.

4709. Chairman.] You are Permanent Under Secretary of State at the War Office?—Yes.

4710. I may take it generally that Vote 15 shows a decrease of 1,666 l. over last year's Vote?—Yes.

4711. I propose to ask you some questions about some of the items as to which General Alderson has not been examined; in the first place, will you give the Committee some information about Item D., "Army Sanitary Committee;" what members of the Army Sanitary Committee receive payment?—Only one, Dr. Sutherland, and he is just retiring.

4712. What is the main work that the Army Sanitary Committee does?—Latterly it has been mainly for India. Originally all plans for new barrack works, and so on, were supposed to be referred to them, and they used to be; but of late years that has been dropped, and the main work of the Committee has been really for the India Office.

4713. Does India contribute anything to the Army Sanitary Committee?—No.

4714. If the Army Sanitary Committee were to be continued in its present form, do you think it right that India should contribute something towards it?—I think that India certainly ought to contribute to it.

4715. And the opportunity for considering that question is likely to be afforded by the retirement of Dr. Sutherland?—Yes.

4716. Coming now to Item G., "Grants in Aid of certain Institutions;" who administers that item?—Practically I do.

4717. Upon what principle are grants in aid of churches, schools, &c., based?—Upon the principle of the War Office being a very large landowner, makes subscriptions which a private owner of property would make, such as building grants towards schools and churches in parishes in which they own the property.

4718. And

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[Continued.]

4718. And would the same apply to the item for hospitals and charitable institutions to a certain extent?—No, not quite. The hospitals that we subscribe to are mainly in connection with venereal cases; with lock hospitals.

4719. But you have a separate item for subscriptions to lock hospitals?—Yes. I see I mistook the headings. We give a grant to St. George's Hospital, towards the Sick and Provident Fund, because we send people from our Army Clothing Department there; then we make a grant to the Prisoners' Aid Society; and to the Society for the Employment of Discharged Soldiers we give a grant of 200 *l.* a year, for three years; that is for office expenses to set it on its legs to start with.

4720. I see that there is a falling off in the demand this year for these Estimates of 462 *l.* under that head?—Yes; that includes 250 *l.* which we used to give to refuges in connection with lock hospitals; but as the Contagious Diseases Acts were repealed, and our lock hospitals are closed, those subscriptions ceased. Then there is a subscription which we gave to the Naas Union, and another to the Civil Hospital at Gibraltar, which are transferred from that item. That really accounts for the diminution.

4721. On the other hand, the amount in aid of lock hospitals is increased by 325 *l.*?—Yes; 200 *l.* of that sum is the transfer that I have just referred to, of the Naas Union, and the Civil Hospital at Gibraltar. The other increase is in consequence of the arrangement we have made with the Farnham and the Hartley Witney Unions to subscribe so much per bed if they will take these venereal cases of women that occur in the camp at Aldershot; we have agreed to give them 35 *l.* a bed up to the maximum of 25 beds; so that we have taken the full amount for that. Whether that will be all spent or not I cannot say; but we must take up to the maximum which we have promised.

4722. That agreement has been accepted by them?—Yes.

4723. In Item H., "Pay &c. of Attachés Abroad," I see that there is an increase of 620 *l.*; how does that arise?—That arises from a temporary increase in having an attaché at Rome.

4724. Has he been appointed temporarily or permanently there?—Temporarily.

4725. Do you know the general object of appointing one at Rome at the present moment?—It was on the strong recommendation of the Intelligence Department, that one was very much needed there at present.

4726. The Italians are carrying out great experiments connected with all sorts of weapons of war at the present time, are they not?—Yes.

4727. And it was felt that information could best be got by having an attaché stationed there?—Yes.

4728. In other respects the military attachés remain as they were last year, do they not?—Yes.

4729. A question was asked last year, I remember, with reference to Item J., "Commission to Bankers;" is that a charge that will, practically, be a permanent one?—Yes, I should say so. We have made large savings in the matter of agency, and that has thrown upon the War Department the duty of making many small payments in specie. It is for the convenience we get from local banks, supplying us with silver and so on, that we have to make these payments.

4730. Sir William Crossman.] What is the meaning of the heading under Item K., "Compensation to Officers and Men under Royal Warrant"?—Those are the losses in the field, loss of kit, and so on.

4731. Then there is another heading, "Compensation to others for losses;" in fact, it is very much the same thing, is it not?—Yes.

4732. Dr. Cameron.] Have you got the details of the grants in aid at all?—Yes, I can give you them.

4733. Let us take them in order: "Grants in Aid of Churches, Schools, &c.," 1,000 *l.*?—I have not got that with me; it is given in small sums generally, rarely more than 50 *l.* But a paper was put in by Mr. Knox last year, showing the exact way that that 1,000 *l.* was distributed; it forms an Appendix to the Report of the Army and Navy Committee of last year.

4734. As to the lock hospitals, I do not know whether I quite understood your reply in which you referred to an agreement made with a certain union to pay 35 *l.* a year per bed for a maximum of 25 beds; is that so?—Yes.

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4735. That

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[Continued.]

4735. That makes a total of what?—That makes 875 *l.* Then we give the Wesmorland Lock Hospital in Dublin 250 *l.*, with the same object, and the Naas Union, 100 *l.*, and the Civil Hospital at Gibraltar, 100 *l.*; that makes up the 1,325 *l.*

4736. Sir *William Crossman*.] Do you not give to the Lock Hospital at Portsmouth?—The Navy do that; we share the hospitals between us; the Navy takes Devonport and Portsmouth.

4737. Dr. *Cameron*.] What does Item L. for “Medals” comprise?—Good conduct medals and a variety of medals which the Mint make for us, and we have to supply the money for the bullion.

4738. Mr. *Picton*.] With regard to this Sub-head G., are there a large number of churches amongst whom this grant is distributed?—Yes, churches and schools; it is all in the Appendix. I should say roughly that there might be perhaps 30.

4739. Are they all belonging to the Established Church?—No; we give to the Roman Catholics, the Wesleyans, and the Presbyterians.

4740. And to other denominations?—I do not remember any other denomination, except the four which we, practically, recognise in the Army.

4741. Colonel *Nolan*.] Those four being the Church of England, the Roman Catholics, the Wesleyans, and the Presbyterians?—Yes.

4742. Mr. *Picton*.] Is that on account of services rendered to the Army?—No; these building grants are governed mainly by the amount of property we have in the parish.

4743. Then you seem to insist on the analogy between the War Office and a local landed proprietor?—Yes.

4744. But the War Office represents the whole nation as the owner of property?—Yes; but we sometimes own nearly the whole parish, the land in it; and it has been thought that it is hardly just that we should escape from the ordinary burdens or obligations, you may say, which land is subject to, in supporting these local objects.

4745. Then it is, in fact, a form of national endowment, to a certain extent?—To a very small extent.

4746. They are building grants for schools, are they?—Yes. And sometimes, as in the case of Woolwich Arsenal, we give to several parishes. In Woolwich, where they have schools in several parishes which are not board schools, we have given small subscriptions.

4747. Are the charitable institutions all medical institutions; hospitals and charitable institutions?—No; the Prisoners’ Aid Society and the Society for the Employment of Discharged Soldiers come in; they take the largest amount.

4748. Are the grants made to the lock hospitals on account of the patients in them?—Yes.

4749. Are they soldiers?—No, they are women. We think that as this is mainly caused by the presence of the camp, and the soldiers we bring there, it is right that we should in some way contribute towards the expenses which the unions are put to in connection with these women; and also we think it is very desirable, if we can, to try and mitigate the disease among the soldiers by trying to get these women cured.

4750. Mr. *Jennings*.] I see that the largest item on this Estimate is under Sub-head M., “Police,” 22,289 *l.*?—Yes; that is not under me. I have not much to say to that; it is all in connection with the store establishments, or nearly all.

4751. Some of that is at the Tower of London?—That is a very large store establishment.

4752. Sir *William Crossman*.] There is the Wimbledon Meeting; that is under you?—Yes.

4753. Mr. *Childers*.] Is the pay of the military attachés abroad, 800 *l.* a year, consolidated pay?—Yes.

4754. The

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[Continued.]

4754. The words "consolidated pay" are not given?—It is consolidated pay.

4755. Perhaps that had better be corrected?—Yes, I think it had.

4756. I asked General Alderson about the police at the Wimbledon meeting, and he rather referred it to you, and said that he did not know about it; do you know why the War Office pays 400 *l.* a year for that purpose?—No, I am afraid I cannot say. We have a great many stores there; there is a military camp there, as well as the Volunteer.

4757. But the War Office pays nothing else in connection with the meeting?—No.

4758. Sir *Frederick FitzWygram.*] With regard to Sub-Head N., "Salaries of the Establishment of the Army Purchase Commissioners," almost every question of retirement allowances has been settled, and every possible contingency has been calculated; and I understand that there is really absolutely nothing for the Purchase Commissioners to do. You have a Purchase Commissioner at 200 *l.* a year, a secretary at 600 *l.* a year, and a clerk at 540 *l.* I am told, and I think, on pretty good authority, that there is really absolutely nothing to do, because every case has been considered, and every contingency that can possibly arise; it is mere a, b, c; what do you say to that?—So far as the purchase system goes that is so; but there are various things that have been referred to these gentlemen independently of the abolition of purchase, such as compensation to officers for non-promotion under various warrants, and also the Indian Ordnance Corps, which are not quite disposed of yet.

4759. And you really think that there is hard work for three?—I cannot say that.

4760. Is there half work?—I cannot say.

4761. I will go further, and say would there be quarter work?—I have not been investigating the question, so I cannot tell you.

ON VOTE 16.

4762. *Chairman.*] Dealing first of all with the *personnel* provided for under this Vote, I want you first of all to give the Committee an account of the principal changes in the *personnel* which have taken place since last year. In the first place, the Surveyor General of Ordnance and his Private Secretary have disappeared from the Vote?—Yes.

4763. Involving a saving of 1,650 *l.*?—Yes.

4764. The Director of Supplies and Transport, and the Assistant Director of Supplies and Transport, have also both disappeared from the Vote?—Yes.

4765. Involving a saving, in the first instance, of 2,200 *l.* a year; is not that so?—That is only an apparent saving.

4766. The offices of those gentlemen having been abolished, they would have been entitled to retire on a pension from the public service?—Yes.

4767. What has become of these two gentlemen; have they been employed?—The Director of Supplies has been made temporarily an additional Assistant Under Secretary of State, without any addition to his pay.

4768. Without any addition to the pay which he received as Director of Supplies and Transport?—Yes. And the Assistant Director of Supplies and Transport has become Deputy Accountant General as the main part of his work, nineteen-twentieths of it, was really transferred and became Accountant General's work; for instance, the examination of store accounts, and so on.

4769. Mr. *Brodrick.*] That appointment has been made personal, has it not?—That appointment has been made personal; that is to say, the Treasury wish it to be revised when one or other of the two Deputies vacates his office.

4770. *Chairman.*] In the course of the changes that have taken place at the War Office, a great deal of the transport and commissariat work has been transferred from the civil to the military side?—Yes.

4771. That being so, I observe in the Votes that the Deputy Commissary General, and the Assistant Commissary General, costing 1,580 *l.*, have been dispensed with?—Yes.

4772. But those have been replaced by the addition of two assistant quartermasters general, is not that so?—Yes.

4773. At 700 *l.* a year a-piece?—Yes.

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4774. Making

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[Continued.]

4774. Making a total of 1,400 *l.*?—Yes, that is so.

4775. So that that portion of the transfer has occasioned a saving of 180 *l.* a year?—Yes.

4776. Upon the face of the Vote, other distinct changes in the *personnel* are first of all the presence of the Inspector General of Remounts on this Vote?—Yes.

4777. Where was this officer borne on the Votes before?—There was no such officer before.

4778. Where was there an officer at all corresponding to him?—There was an officer at Woolwich who purchased remounts for the Artillery; and he was charged on Vote 1.

4779. He then received a salary of 1,000 *l.* a year?—Yes.

4780. Now he has become Inspector General of Remounts purchasing all the horses required for the Army with the exception of the horses of the Household Cavalry, and he receives for that service a salary of 1,500 *l.*?—Yes.

4781. Where does the Inspector General of Remounts carry on his work?—In New-street, Spring Gardens. We have no accommodation for him at the War Office, and we are obliged to get it as near as we can.

4782. I notice upon the face of the staff of the War Office that we have the salary provided for the Chaplain General for instance; why is the pay of the Chaplain General provided in this Vote, and not rather in the Vote which deals with Divine Service in the Army?—Because the Treasury so directed with a view to showing upon Vote 16 the whole expense connected with the head-quarter administration of the Army.

4783. Would it not be more convenient in the case of the Chaplain General that the pay should be borne on the Vote for Divine Service, in order to show more clearly what the Vote for Divine Service is?—I think so myself. It is a matter of not very much importance, I think; but it seems more ship-shape to put it in the Vote for Divine Service.

4784. In the same way the Director General of the Army Medical Department and his assistants are all borne upon this Vote, and not upon the Vote for the Medical Establishments of the Army?—Some years ago they were borne upon their own Votes; but the Treasury directed that we should put them into this Vote.

4785. Whilst mentioning the Medical Department, I observe that there is a reduction this year of one Deputy Surgeon General?—Yes.

4786. Has it been found that the work of the office enables that one officer to be dispensed with?—Yes.

4787. I observe also that the Estimates show a reduction of a Surgeon Major, involving a saving in expenditure of 650 *l.* a year?—Yes.

4788. We have it in evidence before us that the total cost of the War Office Vote in the year 1874–75, which is the year which we generally take for comparison, amounted to 245,940 *l.*; and I see that at the present time it amounts to 257,900 *l.*, showing an increase of about 12,000 *l.* Is not that all first of all due to the establishment of an Intelligence Department?—It is mainly owing to that.

4789. Will you explain to the Committee what has happened with regard to the Intelligence Department since last year?—What has happened is this: that the officers employed in the department used to belong to the establishments of their own regiments, and their pay was borne on Vote 1; they have now been seconded; that is to say, taken away from their regiments, and their place is filled up, and their whole pay has to come on Vote 16.

4790. The seconding of those officers was one of the points which was very strongly urged before this Committee last year by General Brackenbury, was it not?—Yes.

4791. And although it shows an apparent increase on this Vote, practically it does not involve an increase on the Army Estimates?—Yes it does, because their places are filled up in the regiments by their being seconded.

4792. But the argument of General Brackenbury in favour of that change was, I think, that it was exceedingly desirable that an officer who had learnt the sort of work required in the Intelligence Department should not be taken away too

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[Continued.]

too quickly, and sent back to his regiment, just when his services were beginning to be of great value to his Department?—That was so.

4793. Therefore, one of the main increases that has occurred since 1874-75 has been in consequence of the establishment of the Intelligence Department as now constituted, and the seconding of the junior officers connected with it?—Yes.

4794. The second cause of increase has been, has it not, the strengthening of what is called the Works Department under this Vote?—Yes, that has also increased.

4795. Has the amount of work that falls upon that Department under the Inspector General of Fortifications greatly increased since the year 1874-75?—Yes, I imagine that it has. The amount of money spent does not seem to show it; but the number of plans that they have had to consider, I believe, have been very great, although they have not found their way finally into the Estimates.

4796. Take, for instance, submarine mining; two officers are now employed to look after submarine mining throughout the country; that is a totally new service, is it not?—Yes.

4797. Then we have an inspector of iron structures?—That has been going on for some years.

4798. But that was not in existence in 1874-75?—I should almost think it was. If it is not in the Estimates for that year it was put in very shortly after that.

4799. I observe that we take also upon this Vote seven officers of the Royal Engineers employed under the inspector of submarine mining for submarine mining work, which was not in existence in 1874-75, because that is a new service?—Yes.

4800. Sir *William Crossman*.] Are those officers all employed temporarily on submarine mining; are not some of them employed temporarily under the Inspector General of Fortifications on works connected with defence?—There are nine officers of the Royal Engineers temporarily employed; they are employed on certain branches of work; they may be on submarine mining work or barrack work.

4801. Then only some of them are employed on submarine mining?—Yes.

4802. *Chairman*.] Let us take the Department of the Commander in Chief. There has been some increase, has there not, in that Department too, besides the Inspector General of Remounts, of whom we have already spoken?—Yes.

4803. And the Intelligence Department you have described to us?—Yes.

4804. I observe that there is an Assistant Quartermaster General added this year?—That is really only a transfer from the Adjutant General's Department to the Quartermaster General's Department. The real increase is in the Adjutant General's Department, where you see the same numbers are taken as last year, viz., four. That is caused by one of the officers being detached from the Intelligence Department to be a section of the Adjutant General's branch instead of a section of the Intelligence Department.

4805. In order to bring that officer into more intimate connection with the Head-quarter Staff in Pall Mall?—Yes, he has the whole of the mobilisation arrangements, and it was thought better to put him directly under the Adjutant General instead of being under the Intelligence Department.

4806. And there is, of course, the additional advantage that the officer in charge of that work is in Pall Mall, instead of being at Queen Anne's Gate?—Yes.

4807. What was the cause of that transfer from the Adjutant General to the Quartermaster General?—The equipment of the Army, which used to be the Adjutant General's question, has now been made the Quartermaster General's question. Colonel Arbuthnot is the officer who is transferred with his work from the Adjutant General to the Quartermaster General.

4808. It is a mere departmental arrangement without any effect upon the Estimates?—Yes.

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4809. How

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[*Continued.*]

4809. How long have you been connected with the War Office?—Since 1854, I think.

4810. Therefore, you have seen all the changes under which the War Office has passed?—Yes.

4811. I should like to ask you generally, whether you have had any prejudice against the employment of military clerks?—None whatever.

4812. And you have been willing to employ military clerks wherever you thought they could be useful?—Certainly; in fact, in some branches of the office they are employed altogether, and very usefully employed; and do the work very well indeed, especially in the Artillery and Engineer branches.

4813. You often see it, I daresay, said in the House of Commons, and you certainly see it very often in the newspapers, that the first thing to be done is to sweep away a large portion of the clerical establishment of the War Office. I should like to ask you what it is that the clerical establishment of the War Office mainly do?—It is mainly the examination of accounts.

4814. And if any arrangement were made by which Parliament would be satisfied with less examination of the accounts than is done at the War Office, undoubtedly the staff could be reduced?—There might be a very sensible reduction in the number of clerks.

4815. A large proportion of the superior staff at the War Office came into it during the time of the Crimean War, did they not?—You mean the clerks.

4816. Yes?—Yes, about that time, or shortly after.

4817. Therefore, you have at the present moment, as I think is already stated in the Report of the Royal Commission on the Civil Departments of the public service, a large proportion of clerks who are somewhat mature in age?—Yes.

4818. But when it is said that it would be very easy to diminish the clerical staff at the War Office, and to get rid of a large number of clerks at a higher rate of pay, could you do that without putting them on pensions?—No, I do not think so. We are reducing the staff to a large extent. Last year we did not fill up the places of four or five of these gentlemen, who have retired on account of age.

4819. I should just like to ask you generally, is this matter with regard to the clerical establishment at the War Office, a subject which has been thoroughly investigated by the Royal Commission on the Civil Departments of the Government?—I think so, very completely.

4820. And is it the case that everything which can be said by the War Office with regard to it, has been said in the evidence which has been given before that Commission?—I should say so, certainly. The Commissioners went into it very exhaustively.

4821. That Commission has made one Report, and probably after they have examined into the conditions of the other Departments, they will make general recommendations dealing with the War Office amongst other offices?—I suppose so.

4822. Mr. Childers.] You have only one Assistant Under Secretary of State now at the War Office?—At this present moment there are two; there is a mistake in the Estimates.

4823. The second does not appear in the Estimates, I think?—It is a mistake in the figures, as you will see in the next line; the second Assistant Under Secretary of State is mentioned.

4824. Do you consider that two such officers will be permanently wanted?—No, certainly not.

4825. You think that you can go back to having only one?—Yes.

4826. I will not ask you any question about the military departments of the War Office, because we shall have several opportunities of asking other witnesses about them; but with respect to the civil clerks, I will ask you this; if you had your own way, and were not fettered by the general regulations of the service as they stand now, and particularly as they have stood since the adoption of the Playfair Report, could you not make a very great economy indeed in the 117,000 *l.* which is paid for civil clerks?—Not unless the work was reduced.

4827. Are

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[Continued.]

4827. Are you quite confident, that if you had your own way, you would not substitute many more writers for the lower division clerks?—We have already been very much taken to task for allowing writers to do the work of lower division clerks.

4828. Would you be good enough to show me where the pay of the writers is shown in the Estimates?—It is a lump sum at the end of item C. on page 90.

4829. The amount shown there for copyists, boy clerks, and shorthand writers, amounts altogether to between 8,000 *l.* and 9,000 *l.*?—Yes.

4830. As against the amount for establishment clerks, 394 in number, of 117,000 *l.*?—Yes.

4831. My question is this: you are hampered, of course, by the conditions of service of those nearly 400 clerks; but if you had your own way, and were not so hampered, might you not substitute a large number of writers paid by daily pay, and who would not be entitled to superannuation, for those 394 clerks?—You might certainly; but I doubt whether it would be fair to take a large establishment of temporary writers and keep them on for 30 or 40 years and then dismiss them without a pension.

4832. That is hardly my question; but if you were omnipotent in the matter, and could do what has been done to a much greater extent in some other Departments, putting the question of vested interests aside for the moment, could you not get your clerical work done for very much less than 117,000 *l.* with a distinct economy upon the Non-effective Vote?—I have no doubt you could.

4833. Therefore the heavy expense to which the public is put in connection with this large establishment, is rather the result of this general regulation as to clerks, than any wish on your part to employ so large an establishment of permanent clerks?—Certainly.

4834. Should I be wrong in saying that but for the regulations as they now stand, and but for the vested interests, an economy of something like 40,000 *l.* or 50,000 *l.* a year might be made with respect to the common clerical establishment?—I dare say it might be made, but whether it ought to be made is another question.

4835. But it might be made with efficiency if it were not for the present rules as to clerical employment?—Yes; but I should like to qualify that very much by saying that although one could get men to do the work, and could get the work done, I doubt whether you could keep a permanent system of clerks on such a footing.

4836. Do you not think that a large proportion of the clerical work of the office (I am not speaking of the mere copying, but of the minor clerical work of the office) might be efficiently done by men who are not permanent civil servants, entitled to superannuation?—No doubt you could get the men; there are plenty in the market who are glad to take anything they can get; very good men many of them.

4837. If the conditions of service were made perfectly clear to them when they were first employed I mean, of course?—But look what has happened with regard to the copyists! Parliament has taken up their case as it is, and the Treasury have been obliged to convert a great many of them into lower division clerks, because it was alleged that they were doing the work of lower division clerks.

4838. That was rather the result, was it not, of the unfortunate change that was made in the status of copyists some years ago?—No; I think it is the natural tendency; where you get a large body of men working on a low rate of pay they will always agitate to get themselves in a better position.

4839. If Parliament was firm enough to resist that agitation, and to tell those gentlemen that they were engaged upon certain terms, and those terms would be adhered to, might not a very large economy have been effected?—Some economy might be effected, but I doubt whether you ought to pay very much lower rates than you pay at present.

4840. Than you pay to the clerks of the lower division?—If you are to get men of proper education and status.

4841. Of course a soldier-clerk costs very much less than a lower division clerk?—No, not very much.

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4842. Not

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[Continued.]

4842. Not including his superannuation rates, his pension rates?—That is all brought out in this Commission of Sir Matthew White Ridley's. I think that everything with regard to the relative cost of the soldier-clerk and the civilian clerk is there brought out. A civilian clerk is a little more expensive, but not much more expensive.

4843. The 11 military clerks of the Royal Engineers, the 25 military clerks in the Intelligence Department, and the body of military clerks two lines below cost on the average about 90 *l.* a-year?—That does not show what their total cost is; they have lodging money and clothing, and various allowances of that sort.

4844. *Chairman.*] There was table handed in last year by Mr. Knox, showing the aggregate cost of the military clerks employed at the War Office?—Yes.

4845. *Mr. Childers.*] Taking that table and omitting the superintending clerks, who are of course at a higher rate, is not the result that somewhere about 100 *l.* a year is the charge for a military clerk?—Might I look at that table; my impression was that it was more than that.

4846. Just look at that (*handing the table to the Witness*)?—There is only one who gets less than 100 *l.*, three who get as little as 100 *l.*, and all the rest vary from about 112 *l.* to 220 *l.*

4847. Those are the superintending clerks?—Yes, but even those who are not superintending clerks go up to 153 *l.*, and the cost of uniform is about 8 *l.*, in addition to that.

4847. You do not think that on the whole military clerks would cost much less than civil clerks; but you do think that some economy, which you do not wish to overstate, might be made, if writers, I do not mean copyists, but writers of the old class, were substituted for lower division clerks as vacancies occur?—Yes, an economy could be made; but I do not know whether it is desirable to employ temporary labour of that sort upon that work.

4849. You would not commit yourself to anything more than the extension somewhat, and the gradual extension, of the substitution of one class for another, not the copyists; but the old writer class, for the second division clerks?—Yes, you might have a certain substitution.

4850. How many of the 394 civil clerks (excluding the draftsmen and military clerks) are under you, as distinguished from those under Mr. Knox?—The whole War Office establishment is under me.

4851. I mean doing secretarial work under you?—Just what we call the central department of the office.

4852. How many is that roughly; is it a fourth?—You may say roughly about 60.

4853. Out of 390?—Yes.

4854. About between one-sixth and one-seventh of the whole establishment?—Yes.

4855. Including the principals?—Yes.

4856. I presume that we must ask Mr. Knox rather than you, if we wish to do so, about his clerks?—That depends upon the question; they are all on the same footing.

4857. With regard to the point which I have put to you about the substitution of writers for a large body of clerks, I mean?—Yes; but my answer was given also from my general knowledge of the work of the office.

4858. But still, with regard to the details as to the accounts, Mr. Knox will speak rather than you?—Yes.

4859. I see that the charge for messengers is 13,000 *l.* a year, including the office-keeper and house-keepers; can that be reduced do you think?—We have cut it down as low as we can. That arises a good deal from our scattered condition, having so many buildings in which we are located.

4890. If the War Office is ever under one roof, I suppose that you could make a considerable economy?—Yes, they could be reduced considerably.

4861. And that would produce an economy in the clerical staff as well, by avoiding a good deal of communication by letter?—To some extent; but not very much.

4862. Some questions were asked last year about the messengers, and particularly

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ticularly about the Queen's messengers; could you explain to the Committee what they do?—They are practically our out-door messengers; all the other messengers are messengers who answer bells and so on; the Queen's messengers do all the out-door duty.

4863. They are not only employed in taking letters out of town, and so on, but are the ordinary messengers between the offices?—Yes.

4864. And are they men of special integrity of character that are picked for it?—Certainly; they are promoted from the staff of ordinary office messengers; they are selected for that; they must be fairly active, and of good character; it is considered certain promotion or reward for them.

4865. Mr. *Jennings*.] Mr. Knox told us last year that the War Office increases its clerical charge at the rate of about 3,000 *l.* a year; is that increase still going on?—At the present time it is going on, but after a time that will cease, and then it turns the corner, as it were, and diminishes, because when a clerk gets to his maximum, as he retires he is succeeded by a gentleman who goes to the minimum of his class.

4866. But then the pension list increases?—Yes, because when he goes he is superannuated.

4867. It is not entirely a saving, however. The smaller amount charged for clerks at the War Office is partly counterbalanced by an increase in the non-effective list?—Yes.

4868. When you say that the effective list will be reduced, I remind you that the non-effective list will be increased?—Yes; but that non-effective list is a necessary incident. If you give a man from 400 *l.* to 600 *l.* a year, he is more expensive when he is getting 600 *l.* than when he is getting 400 *l.*

4869. The expenses of what one may describe as the Civil Department of the War Office, are put down as 144,115 *l.*?—Yes.

4870. But if we want to make up the total expense of the Civil Department, we should have to add a large amount to that; for instance, if we take page 88, we find at the foot of the page, charges entered under the head of Civil (Financial) Department of the War Office?—Yes.

4871. We must clearly add that amount to the Civil (Financial) Department if we want to get the total amount?—Yes.

4872. That amount is 8,950 *l.* apparently?—Yes.

4873. We must further add the amounts on page 90, at the top of the page, the charge for copyists, which amounts this year to 8,500 *l.*?—Yes.

4874. Then we must take part of Sub-head A., 12,750 *l.*, at the top of page 87?—Yes.

4875. So that the amount has to be brought up to 174,315 *l.*?—Yes, taking your addition, I have no doubt it is so; but might I say that that takes in all these gentlemen, draughtsmen, and so on, employed under the Inspector-General of Fortifications, and it also takes in all the clerks employed in the Military Department, such as the Deputy Adjutant General of Royal Artillery, and the Deputy Adjutant General of Royal Engineers.

4876. But those are very small amounts. I am obliged to follow the Estimates as they are placed before us, and they are very small amounts, compared with the amounts for civilian work?—The surveyors and draughtsmen here are put down at 17,000 *l.* a year, and military clerks at 9,000 *l.* a year.

4877. The staff of the War Office increases, however, in what I may call the expensive part of the staff; and, at the same time, the charge for copyists increases very much. This year, for instance, there is an increase as compared with last year?—As a matter of fact we have always under estimated for the copyists. It is to try and correct that, that it is increased this year; and it also takes in the pay of shorthand-writers, which used to be in Item E.

4878. It does not say how much is for that?—That you can see by the reduction in Item E., it was 550 *l.*

4879. Of these clerks, who appear on page 89, there are 20 receiving from 700 *l.* to 900 *l.* a year, and apparently nearer 900 *l.* than 700 *l.*?—Yes.

4880. And then there are 46 receiving from 450 *l.* to 650 *l.*, but nearer the 650 *l.* than the 450 *l.*?—Yes; that is owing to their length of service.

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4881. That

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4881. That I understand. Are these gentlemen in your opinion engaged in important work?—Yes.

4882. At what hours do they go down to their important work?—The office hours are six, from 10 till 4.

4883. The clerks you have just told us are engaged at the War Office, chiefly in the examination of accounts?—Yes.

4884. Is not a great part of that work entirely superfluous?—That I am not quite prepared to say, so long as Parliament insists upon it.

4885. Allow me to call your attention to the evidence given by General Brackenbury last year. He told us that a great part of that work consisted of double audits, every item being gone over again and again; and he thought, as other witnesses did, that that was unnecessary?—The only double audit is our own examination, and the Audit Office examination on the back of that.

4886. Every pay list is sent up by the paymaster of the district to the War Office, and audited, and is then audited all over again?—Yes.

4887. Is that necessary?—It is audited by us; not by the paymaster.

4888. Mr. Brodrick.] And again by the Comptroller and Auditor General?—Yes.

4889. A third time?—Yes, as a test audit; he does not examine every one, he merely takes one vote and goes over the examination here and there.

4890. Mr. Jennings.] But there is a very great deal of work at the War Office that consists of auditing?—Yes.

4891. Is that all absolutely necessary, in your judgment?—No, I should think not.

4892. In your judgment, as a practical man, much of that might be dispensed with?—Yes.

4893. And, therefore, in dispensing with that work of audit which is highly expensive, a saving might be made on the staff generally?—Yes, on the other hand we have just done a thing which will largely increase the work of audit, that is to say, having monthly accounts from the regiments instead of quarterly accounts.

4894. That is a point in which apparently there is some room for change. Do you also think that time is unnecessarily wasted in correspondence sometimes?—No, I do not think so. As long as you have got the present accounts to examine you must make queries on them, and so on. Nobody is anxious I think to write an unnecessary letter.

4895. A witness before the Committee last year told us that concerning a question of 2 s. 11 d., expenditure during the visit of the Prince of Wales to Ireland, a large quantity of correspondence was rolled up; should you think that superfluous?—I should think that the head of a department might have discretion allowed him with regard to passing items of that sort; but as the system exists of everything being fully audited, I do not see that you can do that.

4896. There is no choice in reality in the department under the present system?—No.

4897. And the Department itself could not alter the system?—It might with Treasury consent.

4898. It does not require the consent of Parliament, however, to alter it?—No, I should think that certain alterations in that direction might be made with Treasury consent. If the Audit Office objected to it, they would bring it before the Public Accounts Committee.

4899. Do you think that the salaries paid to these gentlemen, which I have just read over from the Estimates, are moderate in amount, nearly 900 l. a year?—Yes. If you want to get men of liberal education to go into the Civil Service as a profession, I think those are practically the prizes of it. I do not think that you can give very much less.

4900. Do you think that gentlemen of liberal education cannot be got to do clerical work for less than 900 l. a year?—That is about the end of their service.

4901. They come up to that gradually, do they?—Yes, they go in at 150 l.

4902. Then

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4902. Then they go up to 700 *l.*, and then up to 900 *l.*?—Yes. This is a sort of transitional establishment; our normal establishment is on the Playfair scale, which is from 100 *l.* up to 400 *l.*, and then duty pay which might bring it up to 600 *l.*

4903. Did all these principal clerks entered here as receiving from 700 *l.* to 900 *l.* advance from stage to stage?—Yes, every one.

4904. There is no case of one being put into the office above the heads of others, who rose gradually?—No.

4905. In addition to these amounts, pensions are accruing in every one of these cases automatically?—Yes.

4906. What is the rate of pension?—One-sixtieth of the salary for each year's service up to two-thirds; that is the maximum; they cannot have a higher pension than two-thirds of their salary.

4907. You think that all these clerks in the War Office are fully occupied?—I think so.

4908. And that it would be difficult to get on if the staff were reduced?—Yes, certainly. I do not see how we could do so, unless you reduced the work.

4909. Unless the system is altered, as you say?—Yes.

4910. Then it might be considerably reduced?—Yes.

4911. Supposing that the hours of these gentlemen were increased, would that enable you to do with a smaller staff?—Not very much; because these men are employed, at least the higher clerks are employed, only one or two of them, in each sub-division. You would not get a corresponding reduction if you were to add on an hour's work to two gentlemen in the room; you cannot reduce one clerk in a room because they can do two hours more work.

4912. But you would reduce the amount of work?—If you had a large mass of these clerks acting in the same room, by extending the hours by one hour you could make a corresponding reduction according to the number of hours; but where you have them distributed two in a room, you cannot get that saving out of extending the hours.

4913. Then as to the copyist work, do you consider that over-paid; it is paid at the rate of 10 *d.* an hour?—I do not.

4914. I suppose, as a matter of fact, that many military clerks would be very glad to do it for less?—I suppose you could get it done for less; it seems a very fair rate.

4915. In addition to their pensions they would be very glad to do that for 5 *d.* an hour; 3 *s.* 4 *d.* for a day of eight hours; do you think that would be practicable?—No, I do not think you could get a sufficiently good clerk for that you might, it is all a question of the market rate.

4916. I want to ask you one or two questions about the messengers. The amount appears to increase, not largely this year, but slightly, apparently, for the second class; are they all essential?—I think they are; we have done our best to keep them down.

4917. Is there a great distinction between messengers of the first class and messengers of the second class?—No.

4918. Is there a distinction in money?—Yes, it is a question of length of service, combined with efficiency, because, unless a man were a good second-class messenger, he would not get promotion to the first class?

4919. Will you be so good as to explain a little further the nature of the duties of the messengers of the first and second class. What do they do; do they remain in the office?—Yes.

4920. Do they carry messages about from room to room?—Yes.

4921. Do they go outside?—No, that is the difference between the Queen's messengers and others. The Queen's messengers go out of doors.

4922. From place to place in London?—Yes.

4923. They do not go abroad?—No, they are not for foreign service; they are for home service.

4924. First, we have messengers costing 1,749 *l.*?—Yes.

4925. Then another class costing 2,134 *l.*?—Yes.

4926. Then the Queen's messengers costing 750 *l.*?—Yes.

4927. Then finally messengers costing 4,022 *l.*?—Yes.

4928. So that for messengers alone we have these four sums. What are these

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[Continued.]

temporary messengers who cost this enormous sum of money, as it seems to me, of 4,022 *l.*?—They are doing practically the same as the others.

4929. It is all a distinction without a difference then, is it?—Yes.

4930. Mr. Childers.] Except that they are not on the establishment?—Yes; but so far as their duties go they are the same.

4931. They have no claim to superannuation?—No.

4932. Mr. Jennings.] So that we have a total of 8,650 *l.* a year spent at the War Office for messengers?—Yes.

4933. Does not that seem an enormous amount in these days of telegraphs and telephones, and all the rest of it?—It seems enormous; we do our best to keep it down.

4934. In a country where telegraphs and telephones and so on, are used extensively; are they used at the War Office?—Yes.

4935. In spite of that it costs nearly 9,000 *l.* a year to carry messages about?—To carry papers.

4936. Do you think it is absolutely indispensable to spend that?—I think so. As long as we are scattered about as we are, I do not see where we could make any economy on that.

4937. Are these persons fully employed?—Yes.

4938. Running about all day with messages?—Yes.

4939. With easy hours, from eleven to four?—Ten to five.

4940. So their work ceases at five?—Yes.

4941. Are they gentlemen?—No, old soldiers.

4942. Are they chiefly old soldiers?—Yes, all of them; except some of these very old first-class messengers, who used to be appointed under a different system; but for the last 20 years we have not appointed a single man who was not an old soldier.

4943. Mr. Brodrick.] You always appoint old soldiers now?—Yes.

4944. Mr. Jennings.] Then I see that servants cost 2,518 *l.* a year, and that is an increasing amount?—That only increases if we have to get more accommodation.

4945. I remember last year calling Mr. Knox's attention to the fact that it had increased over the previous year; and this year I see that it has increased over last year?—Yes.

4946. Are these servants persons of station?—No, they are maid-servants.

4947. Is this enormous amount of money spent on ordinary servants?—Yes, they are mainly charwomen.

4948. I see that the Estimates do not give the number of these servants, probably you do not know it?—I do not know the number; but of course in a great office like ours there is a great deal of cleaning to be done.

4949. As a practical question, what would be the process if Members of Parliament desired to make a reduction in the wages of messengers in this 8,655 *l.* per annum. It would be quite useless moving for it in the House of Commons, I presume?—I should think that that is the only way of doing it.

4950. You would answer that you could not get on without them?—Yes.

4951. That practically the work of the War Office would come to a standstill?—It would be very inconvenient.

4952. And that the public service would be prejudiced by any cutting down of these messengers, or asking them to work a few hours longer in the day?—I am afraid it would not do much good to have them working more hours in the day; unless you had the clerks working more hours in the day as well, that would not help it.

4953. Do you know whether, in any private establishment, messengers are paid at the same rate for the same number of hours?—I cannot say.

4954. You could only conjecture about it?—Yes.

4955. What is the number of rooms that have to be cleaned, and so forth?—There are altogether 19 houses and 289 rooms to be cleaned.

4956. I am not quick at arithmetic, and could not tell how much that costs per room; could you, as an accountant, tell me that?—I am not much of an accountant.

4957. Is

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[Continued.]

4957. Is there any practicable method of reducing the expenses at the War Office which you could suggest to the Committee?—Only by reducing the work.

4958. That, of course, could be done by cutting off superfluous work, such as unnecessary audit, so that that is a perfectly practicable scheme, and it is quite within the range of moderation to propose it in the House?—I should think so.

4959. Captain *Cotton*.] In reference to your answer to the honourable Member for Stockport just now, that the system has been recently adopted of the Army generally sending in accounts monthly to the War Office; when Mr. Knox was asked about that last year he stated that that would effect a considerable saving, he thought, in the paymasters; have any steps been taken to make any reduction in the number of paymasters?—Yes, certainly.

4960. Do you think that the new system is an economical change for the better?—It is a change for the better; whether it is economical or not I can hardly say, but it is certainly a change for the better to have the accounts closely audited.

4961. How many paymasters are to be reduced by this system?—I am afraid I do not know that offhand, but I could easily ascertain it.

4962. Mr. Knox also said that, if the country was satisfied to give up the present system of audit, you might dispense with one-half of the War Office; that, I suppose, was practically what you intended to say?—That is putting it in an extreme shape.

4963. Still you think that a considerable reduction can be effected?—Yes, I think so.

4964. Have you ever framed any idea, or any plan, as to how you could introduce into the War Office, and into the Army, a system of audit somewhat akin to that which prevails in large business companies?—I think, perhaps, that you had better ask Mr. Knox a question of that sort, because the actual examination of accounts is immediately under him, and does not so much come direct to me.

4965. I did ask him questions about it; I wanted to know whether you had formed any idea on the subject?—No, I have not.

4966. Mr. *Picton*.] I understand that the effect of the recent alterations has been to hand over to the military officers of one kind and another work previously done by civilian administration?—Yes.

4967. Has that led to a reduction in the number of civilians employed on the staff?—No, it has led to a transfer merely. The work that has been transferred has been transferred with the clerks in the habit of doing it.

4968. Then what is being now done by those whose work has been taken from them; if the work has been transferred from certain civilians to certain military officers, what becomes of the work of the civilians?—It is the civilian clerks who are engaged on the work who have been transferred; they have been transferred with that work.

4969. They are still doing the same work then?—Yes, only under military supervision instead of civilian.

4970. For instance, in the Report on the Civil Service Establishments it was stated as an expectation that the Quartermaster General's Department was to absorb the greater part of the duties of the Surveyor General of Ordnance's Department?—Yes.

4971. That has been accomplished?—Yes; but that greater part means the duties in the field; it does not absorb very much of the office work, because the main duty of the Surveyor General of Ordnance's Department in connection with those services was the audit of the accounts.

4972. Then it is rather a transfer of authority than a transfer of actual work?—Yes, a transfer of authority, and to some extent a transfer of actual work.

4973. But not such a transfer as to lead to any diminution of the staff that formerly did the work?—No; the work remains, and the clerks have gone with it. The change has been made with no increase of cost, in fact.

4974. Mr. *O'Kelly*.] Why is it that by increasing the hours of work of gentlemen employed in the War Office, you could not dispense with some of their services?—Because they are so scattered. Where you have two gentlemen

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men having the whole supervision over a large body of lower division clerks, if you were to make each of those two gentlemen give another hour's work, you could not make a reduction of one clerk.

4975. But then they are not all distributed in rooms holding two men, are they?—There are very few rooms that have more than two or three higher division clerks in them; they are only used for superintendence.

4976. How many civil clerks are there in the War Office, as distinct from writers?—Four hundred, roughly speaking.

4977. And how many writers?—About 100.

4978. Are these 400 men superintending the 100?—No, it is the higher division who are doing the superintendence; the mass of these 400 are working seven hours a day. There are about 120 only of these who are the higher division clerks.

4979. How many hours do they work?—Their nominal hours are six; but I should think there are very few who do not do a great deal more.

4980. And the balance of the clerks you say work longer hours?—Yes, they work seven hours.

4981. There would not be much room then for increasing the number of hours?—No.

4982. Sir William Crossman.] Talking about the large expense of messengers; that large expense is principally due to the large number of houses scattered all about the town which you have?—Yes.

4983. And if all these houses could be put together under one roof, there would be a saving not only in messengers, but also in the work of the War Office?—It would be very much more convenient. I do not know that you would get very much saving in the actual clerical labour; but it would be an immense convenience.

4984. But you could also then have the building so arranged as to have a greater number of clerks in one room, instead of being distributed in smaller rooms as at present?—Yes.

4985. You would find that a saving?—Yes, no doubt.

4986. It is a great inconvenience to have the departments scattered about as they are, is it not?—Yes.

4987. Officers have to come up to the Horse Guards or the War Office and Spring Gardens from other parts of town if they want to do any business with the Commander-in-Chief, or the Secretary of State, or the Heads of Departments?—Yes.

4988. Sir Frederick FitzWygram.] I think I understood you to say that you would be glad to employ serjeants from the Army as clerks, if you could get sufficiently good ones?—Yes.

4989. I cannot understand that; have you had any great trouble in getting them?—Yes, great trouble.

4990. Orderly-room clerks, as a rule, are very superior men; quite capable of doing good work, are they not?—But you must remember that we cannot employ any clerks unless they have passed the Civil Service Commissioners. We have numerous instances of men recommended to us as good orderly-room clerks who have gone up to the Civil Service Commissioners, and been plucked. I cannot account for that; whether it is that they are nervous I do not know; but certainly a great proportion of them are plucked.

4991. Mr. Brodrick.] Taking page 89 of the Estimates; I think, in one of your answers to the honourable Member for Stockport, it was rather assumed that the constant increase of 3,000 l. a year, which Mr. Knox alluded to, had not been checked at all; it is a fact, is it not, that in the civil clerks there is a reduction shown this year of 600 l. or 700 l.?—Yes, quite so; but that does not arise from that, they are two separate things; we have reduced a certain number of higher division clerks altogether. The increase is due to what we call the increments.

4992. Dismissing those increments, we have a reduction on the main item?—Yes.

4993. And

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[Continued.]

4993. And also a reduction on the following items: surveyors, draughtsmen, and military clerks?—Yes.

4994. These act as a set-off, and more than a set-off to the increase in the pay of copyists, to which the honourable Member called your attention?—Yes.

4995. The retirements which have arisen have carried pensions, of course, to those who have retired at the age of 60?—Yes.

4996. On page 117 it appears not only that all those who retired reached the age of 60; but some even have gone on to 61, 63, and all ages?—Yes.

4997. All of these men have served 40 years or more at the War Office, have they not?—Yes, certainly.

4998. And therefore their retirement is at the time when it would be reckoned that their service would be diminished?—Yes.

4999. Taking the service of the principals, to which the honourable Member called your attention, could you give the Committee any idea what the average service of the principals is?—Here is a list of them, with all their services (*handing in the same*).

5000. Speaking generally, I might say that they are men of 30 years' service, or more?—Yes, I should say that they are men of 30 years' service as an average.

5001. They are men, as a rule, with very long service?—Yes, you might say certainly 30 years.

5002. And there is considerable stagnation of promotion at the War Office, is there not?—Yes.

5003. Looking at the whole Civil Service and the very large number of clerks in the War Office, do not you think that it would be advantageous that when a vacancy occurs in other offices, promotion should sometimes be considered from among efficient men at the War Office; that those offices should not always be filled up from the Treasury, or elsewhere?—Yes, I think that would be a very good thing.

5004. It is a fact, is it not, that some of the senior officers of the Treasury are men of not nearly as long service as the principals at the War Office?—That is so.

5005. And you could doubtless, if you had an opportunity, recommend men to their consideration whose services have never been regarded or considered in the least in such promotions?—Quite so.

5006. Do you think that that would be some advantage to the War Office?—It would be a very good thing for the War Office certainly; and it might be good also for the public service, I think.

5007. Then with regard to the position of what I might call the staff, I mean those immediately under yourself, and the Accountant General and people of that kind; their work is extremely heavy, is it not?—It is.

5008. Is it the fact that they take their full allowance of leave during the year; are they able to find time for it generally?—I do not know; but I doubt it.

5009. Might I ask you with regard to yourself, are you ever able to get your full allowance of leave?—Never; I get about six weeks once in two years.

5010. Mr. *Jennings*.] Surely that would not be the case with the gentlemen under you?—Not perhaps to that extent.

5011. Mr. *Brodrick*.] But with regard to the hours; I might say, might I not, that men like Mr. Knox, the Accountant General, work a great many hours for nothing?—Yes, a great many higher division clerks in the office do that; they do not make a parade of having given so many hours; but they do it, and they take work home, and so on.

5012. Then a considerable reduction in the work of the principals would add considerably to the work of those above them?—Yes, I should say so, certainly.

5013. At present a good many questions are settled by principals that must otherwise come up to the Heads of Departments?—Yes.

5014. One word with regard to the Audit. The honourable Member brought out the fact that the present amount of work, in your opinion, is superfluous and might be dispensed with to some extent; but we have taken on more work this

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[*Continued.*]

year on the War Office staff owing to the system of monthly accounts?—Yes.

5015. By some re-adjustment of labour?—We do not know yet what increase it will cause; but we have the first month's accounts in, and are tackling them without any addition to the staff.

5016. Is it your opinion, speaking generally from what you have seen of War Office work (we might get it more from Mr. Knox), that where accounts have been audited by a responsible officer, such as the Paymaster, the accounts not being his own but audited by him, a test audit on our part would be sufficient, considering the further test audit given by the Comptroller and Auditor General?—That would be my opinion.

5017. And that would cause a very considerable reduction?—A very considerable reduction at once.

5018. Then with regard to what the honourable Member asked you with regard to the whole of the staff being, in your opinion, fully employed: is there sufficient facility, in your opinion, in the public service for getting rid of clerks, who after 15, 20, or 25 years' service, are found not to be specially adapted to a higher post?—There is an Act, passed last Session, which has given facilities for that which did not exist before; I refer to the Superannuation Act.

5019. Would you attach importance, I mean, to having it in your power to get rid of, after a certain service, men found to be becoming slack, but who did not break any actual rule?—Yes.

5020. Do you think that it would be necessary to offer them any very extravagant terms to induce them to go, or would you think it an unfair thing to say, "You have been here 25 years; you have earned 25 years' pension, and your prospects are so-and-so"?—Yes. You would have to deal with each case rather on its merits, I think. If a man was becoming inefficient, a good deal by his own fault, I think I should treat him rather differently from a man who was only not quite as good as he might be.

5021. Do you think that some such machinery would be advantageous?—Yes; but, practically, we have got that machinery by the Act of last Session. The Treasury have power to deal with such cases now which they had not under the former Superannuation Acts.

5022. Mr. Childers.] As a matter of fact, is it not the case that in the middle of all offices, when men get between 40 and 50 years of age, there is always a large proportion who are not thoroughly up to what has been hoped?—Yes; men who seem to have grown dull from doing a great deal of routine work.

5023. And that is one of the greatest difficulties in official organisation which you have to deal with?—Yes.

5024. That has been your experience?—Yes.

5025. If they are pensioned, you add to the pension list, because their places have to be filled; and if you do not pension them, and they have committed no fault, there is a great block in the centre of the office?—Yes.

5026. And that is a question which every Administration has had to deal with more or less probably?—Quite so.

5027. Would you say that exercising the power under the Act of last Session requires very great caution; that it is capable of very great abuse?—I do not think it is likely to be abused, I think the tendency is rather not to take very strong measures with the men.

5028. But the Act, if it be not administered by very cautious persons, might add enormously to the superannuation list, and might end in great abuse?—I should doubt that very much. I should think that the difficulty would be rather the other way; in not pushing out a sufficient number.

5029. My point is particularly, however, that every one who has had experience of official life finds, half way up the office, a great mass of persons you do not know what to do with?—Yes.

5030. Mr. Jennings.] There is a point to be made clear, I think, with regard to what the Financial Secretary has mentioned. I do not see where the reduction of clerks has come in; not in numbers certainly?—We have substituted lower division clerks for higher division clerks.

5031. Then

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[*Continued.*]

5031. Then that ought to affect the amount; it does to some extent, 1,511 l.?—Yes, but that is counterbalanced by these automatic increments that you called attention to.

5032. But the difference between this year and last year is 1,511 l. only?—Yes.

5033. And is not that largely accounted for by the fact that you have transferred to another account a principal clerk at 1,000 l. and boy clerks at 210 l.?—Where is the clerk at 1,000 l. a year.

5034. You will find him mentioned in the foot-note on page 89. That has been charged to another account?—Yes, but the automatic increments to the Vote would have been something like 3,000 l.. That we have managed to dissipate by these savings.

5035. The Vote, however, shows a saving of 1,511 l.?—Yes.

5036. But the foot-note at the bottom accounts for 1,210 l.?—Yes.

5037. So that the saving is infinitesimal?—Yes; but you must remember that these automatic increments, which amounted to about 3,000 l., are not due to any administration.

5038. What appears is, that in the normal state of affairs there would have been a large increase to this Vote?—Yes, we have prevented an automatic growth; that is what it is.

5039. How have you prevented that?—By savings.

5040. By moving up inferior clerks to superior positions?—Yes.

5041. In order to see what you save we should have to look at the pension list?—It is no part of this operation that they are going on the pension list. That is due to their service.

5042. But the actual saving to the country is rather fallacious?—But we might have filled their places up with higher division clerks.

5043. With regard to the taxpayer; he takes less out of his left-hand pocket and more out of his right-hand pocket?—And he might have had to take more still.

5044. Mr. O'Kelly.] When do the automatic increments cease?—When they get to their maximum. They will go up to a maximum of 650 l.

5045. But when will the general amount balance?—We shall very soon get to that stage.

5046. You have not reached that yet?—No, but we shall soon now.

Tuesday, 19th June 1888.

MEMBERS PRESENT:

Mr. Brodrick.
Dr. Cameron.
Mr. James Campbell.
Mr. Childers.
Lord Randolph Churchill.
Captain Cotton.
Sir William Crossman.
Sir Frederick Fitz Wygram.

Mr. H. H. Fowler.
Mr. A. Gathorne Hardy.
Sir Henry Havelock-Allan.
Mr. Jennings.
Colonel Nolan.
Mr. Picton.
Mr. Stanhope.

THE RIGHT HONOURABLE LORD RANDOLPH CHURCHILL,
IN THE CHAIR.

LIEUTENANT GENERAL SIR EDWARD G. BULWER, K.C.B., called in;
and Examined.

5047. *Chairman.*] WHAT position do you hold at the War Office?—None now. I have left the War Office.

5048. What was your last post?—I was Deputy Adjutant General for a few months, and before that I was Inspector General of Recruiting for six years.

5049. When did your appointment terminate?—My appointment as Deputy Adjutant General terminated on promotion a year ago last April, and my appointment as Inspector General of Recruiting terminated on the 1st of April 1886.

5050. As Inspector General of Recruiting I suppose you have had an opportunity of forming an opinion as to the value of what is called deferred or reserved pay, as an attraction for enlistment in the Army?—Yes, I have. Deferred pay was instituted first in the year 1876, and therefore, with regard to men going into the reserve, would not come into full operation until 1882; and with regard to men who complete their first period with the colours, it would come into operation this year for the first time; we have consequently not seen quite the full effects on the recruiting market of the operation of deferred pay.

5051. When did that first begin to come into operation?—In 1876. The full amount for the reserve men was not given until 1882, after a period of six years; and the full amount for a man who has completed his first period with the colours would not be given him until this year, 1888.

5052. And it was instituted in 1876?—Yes.

5053. But it had no effect upon the Estimates for some years?—No; not full effect.

5054. It could not have had?—No; not until 1882. It must then have had an effect upon the Estimates.

5055. What is your opinion with regard to the deferred pay?—I speak of it more in a recruiting point of view than in a regimental sense. In a recruiting point of view I think it of very great advantage, and I should be very sorry to see it abolished. The success of the recruiting of the Army depends upon its proper advertisement, and I look upon the deferred pay as being a very great advertisement for the Army. It is not an advertisement appealing to the recruit himself only, but it is a great advertisement to his friends and parents. The difficulty we had to contend with in the recruiting market arose formerly more from parents than from recruits themselves. There was great opposition to the Army;

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[Continued.]

Army; the prejudice was enormous against it: they even fancied, I think sometimes, that if a man went into the Army he would never be seen again.

5056. To what period do these observations apply?—To former days; when I first came to the War Office I found the prejudice still existing.

5057. When was that?—In 1880. It was very necessary to find some means of bringing the advantages of the service home to the population at large, and I think that the deferred pay has been a means to that end. Men when they return to their homes have something to go on with, and to start life with, so that it was a recommendation not only to themselves but to others about them.

5058. You think that the spectacle is common of a soldier going back to his native place with a considerable sum of reserved pay in his pocket?—I think there are a great many who do so. I have no data to go upon, and I have heard that a great many waste their money; but until I see statistics to the contrary I should be inclined to think that the very large proportion of the men go back to their homes with their money.

5059. Have you had occasion to consider the respective advantages in the way of attraction to recruits of deferred pay, of increase in the actual pay, or of increase in the ration?—I do not think that a recruit thinks very much of his food and ration when he comes in. Any increase of pay of course would appeal to him; but I think that a great many recruits come in without much forethought, partly with a view of change of life, partly of trying whether it would suit them, and a great many more come than formerly did with a view of bettering themselves; but I think that is greatly owing to the opposition of parents being withdrawn. I remember going round once to a dépôt, and a recruit was pointed out to me who had purchased his discharge three times, and who had come back to the same regiment. I asked him what the reason was, and he said that his mother would insist upon purchasing his discharge each time. She ultimately was reconciled to his being in the Army; but it was at the cost of 30 £.

5060. Perhaps it was the force of habit, and not the deferred pay which reconciled her?—It was not the deferred pay in that case, but I mention it to show what the prejudice was against the Army. What we want is to overcome that prejudice, and for that I think the deferred pay is most useful in the minds of the civil population, if you can get the men to go to their homes and spend that deferred pay properly.

5061. Would you go so far as to assert that the difficulties of recruiting would be increased if any changes were made with the deferred pay?—The recruiting market, I think, is a very sensitive market, and any little change that is made does affect it very much; they talk among one another, and it affects the market.

5062. Was your attention drawn to the opinions which were given to the Committee on the Army Estimates last year hostile to the principles of deferred pay; I refer to the opinions given by military men?—Yes, my attention was drawn to it. I understood that it was alleged that the deferred pay was detrimental to the interests of the service, that it was wasted in drink, that the offer of it was bad and did not help recruiting, as a man knows nothing about it before he joins. With regard to its being detrimental to the interests of the service I can only speak of its effect with regard to recruiting; I can hardly agree with that evidence; I think that so far as recruiting is concerned, instead of its being detrimental, it will be every year more and more beneficial to the recruiting service. With regard to its being wasted in drink, I have no doubt that some men when they get it have no idea of the value of money; they are the improvident men; but I think we should not forget the provident men who take home their deferred pay, and make a proper use of it. The improvident man is most conspicuous, whereas the provident man is quiet and not conspicuous to the public.

5063. But the improvident man is the man who would make more display of his deferred pay?—For the moment, but when a provident man gets home it will be seen and known by his friends that he has this deferred pay.

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5064. Deferred

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[*Continued.*]

5064. Deferred pay is generally paid to a soldier on his discharge?—Yes.

5065. Do you think it would be an improvement that instead of the deferred pay being paid him on his discharge it was to be put into the Post Office Savings Bank in the locality to which the soldier was going to repair?—I think that would be a very great improvement. The only object is to give the deferred pay to the man when he really wants it.

5066. Have you any other observations to make on the subject of deferred pay besides what you have already said?—No.

On VOTE 13—(*continued*).

MAJOR GENERAL SIR REDVERS H. BULLER, V.C., K.C.B., K.C.M.G.,
called in; and Examined.

5067. *Chairman.*] WHAT position do you hold at the War Office?—I am Quartermaster General.

5068. Has your attention been drawn to some evidence which has been given to this Committee by Sir Lothian Nicholson as to the state and condition of the barracks in the United Kingdom?—Yes.

5069. Would the condition of the barracks of the United Kingdom and their requirements be part of your special department?—Putting the troops into barracks comes within my department; therefore I am interested in their condition.

5070. Do you concur generally with Sir Lothian Nicholson in what he said about the barracks, and the amount of money which it would be necessary to lay out upon them?—I think it would require a large sum of money to give us the accommodation we ought to have for the present establishment of the Army.

5071. Would you at all bind yourself to the actual figures which Sir Lothian Nicholson put before the Committee?—Yes, I think so. I am not, of course, responsible for any estimate, but I know generally the lines upon which Sir Lothian Nicholson arrived at his figures; and, speaking generally, I should say that if the requirements of the whole of the Army were to be met they probably will not be met until some sum approximating to what Sir Lothian Nicholson named has been spent. At the same time I would not bind myself to say that that sum is immediately required.

5072. Sir Lothian Nicholson, I believe, divided the expenditure which he thought requisite on barrack accommodation into two main heads: the repairs and reconstruction of existing barracks, and also the reconstruction of camps?—Yes.

5073. With regard to camps and the expenditure which might be necessary on permanent camps, do you concur in Sir Lothian Nicholson's estimate, which I think he estimated at about 1,400,000 £.?—The camps were built a long time ago, and undoubtedly if they are all to be replaced by more permanent buildings, built of brick or concrete instead of wood, I assume that Sir Lothian Nicholson's estimate is right.

5074. Would you also be of opinion that, from the point of view of economy, a permanent building would be greatly superior to wooden huts?—I think so. Personally, since I have been Quartermaster General, I have objected to any new wooden huts being put up anywhere.

5075. But that objection, I am afraid, has not been altogether attended to?—I think so. We have endeavoured, since the last estimate, to avoid putting up huts.

5076. Are there not a great many huts being put now at Strensall Common?—Those are huts that we had in possession; we are removing them and putting them up, but they are huts that we had.

5077. Sir Lothian Nicholson mentioned several barracks which he said were in a very disgraceful state, and I will just go over them with you, in order to see whether you are of the same opinion. He mentioned the Albany Barracks
in

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in Regent's Park, and said that they must be rebuilt before very long?—The stables there are very bad.

5078. What he said had mainly reference to that?—The barrack rooms being over the stables, you would have to considerably alter the barrack rooms, or to build new stables.

5079. And the stables are bad?—Yes.

5080. Then he mentioned the Leeds Cavalry Barracks as being in a dreadful state?—I should have put those last, instead of first; both of them.

5081. Then he spoke of the Burnley Barracks, which he said were very bad indeed?—The Burnley Barrack is very bad, and its surroundings are very bad; it is the worst barrack that we have in England, I think; it is a small barrack.

5082. Then he mentioned the Royal Barracks in Dublin?—That is an instance of a barrack having been over-built; the ground is too much filled, and the occupation ought to be reduced by the destruction of some of the buildings.

5083. But those buildings are in a fairly good state, structurally, are they not?—Yes.

5084. You said that you placed the Albany Barracks, and the Leeds Barracks last instead of first in the category of barracks that are not in good condition; could you mention any other barracks the bad state of which has come officially to your notice?—The worst barracks in the United Kingdom are certainly the Galway Barracks; they are small barracks; but they are certainly in a very bad state. And some money must be spent on the Royal Barracks. There is an idea that they are in a state producing typhoid fever, and that must be bad both for recruiting and in every point of view. But I think that new barracks are mostly what we want. With the exception of Dublin, Galway, and perhaps Burnley Barracks, if I had any money to spend I should advocate the building of new barracks at Portsmouth. There ought to be new barracks at Malta and at Cape Town.

5085. Are the barracks at Malta in a bad state?—The accommodation is very insufficient, and there are a great many of the rooms occupied that ought not to be occupied, certainly.

5086. Sir Lothian Nicholson also informed the Committee that there was a great want of married soldiers' quarters, which want ought to be supplied at the cost of 200,000 £.; is that your opinion?—There is at a good many stations a great want of married soldiers' quarters; but of course it is met by hiring places, or by giving lodging money, which is not a satisfactory way of meeting that want.

5087. Would there be considerable economy in a large expenditure under the head of works if there was a much greater concentration of soldiers than there is at present?—Yes, the accessories would, I think, cost much less.

5088. Do you approve of the principle of dispersing soldiers all over the country, which seems to obtain at present?—No, it is generally from a military point of view very much disapproved of.

5089. From a military point of view you think that it is distinctly bad?—Yes.

5090. Is it not the case also not only that the soldiers are dispersed by regiments, but greatly also by detachments?—It is less so now than was the case formerly. We are endeavouring in every possible way to reduce it.

5091. Still it does go on?—Yes, partly because the barracks are too small, and partly because there are certain places which the Home Office wishes to keep detachments in.

5092. Have you ever advocated the abandonment of certain towns or places where barracks now exist, and have you met with opposition when you have made recommendations of that kind?—Yes, it has several times been the case.

5093. It has been recommended?—Yes.

5094. And it has been opposed?—It has never been permitted.

5095. Does the opposition, in your opinion, come from the locality, or do you think that it comes from the Home Office?—I think it comes partially from the locality, and partly from the Home Office.

5096. Supposing that the sum which Sir Lothian Nicholson estimated as being
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being necessary for barrack requirements was granted some 5,000,000 *l.*, how many years do you suppose it would require before that money could be efficiently expended?—I should think that if it was all granted, when once the work had been commenced, the money ought to be expended in two years; it would be spread over a large number of different places.

5097. Sir Lothian Nicholson said that he did not suppose that it would be spent in less than five or six years; you think that it might be spent in two?—I think so; I do not think it ought to take two years to build a barrack.

5098. Has it ever fallen to you to make recommendations to the Secretary of State with regard to the deficiency of barrack accommodation?—Yes, I have done so.

5099. You have made official representations to him?—May I enquire whether your Lordship means as Quartermaster General or during my military career?

5100. Of course as Quartermaster General it would come from you officially?—Yes.

5101. Have you ever as Quartermaster General made such representations to the Secretary of State?—No, I cannot say that I have. Up to this year the recommendations with regard to barracks have been submitted to the Secretary of State by the Inspector General of Fortifications, and the Quartermaster General's recommendations never really went beyond that officer.

5102. Mr. *Brodrick.*] But it was after consultation with his Royal Highness, and the Inspector General of Fortifications submitted to the Secretary of State, was it not?—No, not hitherto.

5103. *Chairman.*] I suppose you are aware that it came out in evidence before this Committee that Sir Lothian Nicholson estimated the expenditure on the essential barrack requirements as 800,000 *l.* for this year; and that he only submitted to the Secretary of State an estimate of 200,000 *l.*?—Yes; that is so.

5104. Therefore, so far as the Estimates are concerned, emanating from the military authorities, the Secretary of State could not possibly be aware that the expenditure on barrack requirements was estimated at more than 200,000 *l.*?—Sir Lothian Nicholson was acting as an officer of the Secretary of State; therefore the Secretary of State was aware of it through Sir Lothian Nicholson.

5105. How do you mean?—The Barrack Estimates of this year were prepared practically on the old lines, that is to say: on the lines adopted when the Inspector General of Fortifications was an officer of the Secretary of State. Therefore, when he reduced the Estimates by the sum that he names, he was acting for the Secretary of State.

5106. Therefore, what we may call the military side of the War Office with regard to this work in which you are specially interested, is not really responsible for this year's Estimates?—No, they are not. They had a larger say than usual, perhaps; but still they are not responsible for the Estimates.

5107. Is there any other information with regard to the barracks in the United Kingdom or outside, which you wish to state before this Committee?—I should wish to state that I do not think that anybody outside the Army has ever realised the great expenditure that is caused by the constant fluctuations of establishments. There are always a number of services that regiments ask for, and that are, as a rule, refused.

5108. This is not in connection with barracks, is it?—Yes, I mean barrack services. There is always a certain amount of accommodation demanded more than is usually allowed. The moment the establishment of a regiment is reduced, and there becomes a spare room in the barracks, this is pressed, and it is then granted; and that gives rise to a claim as of right to have this same accommodation provided in all other barracks.

5109. Could you give us an instance now which would illustrate that general proposition?—There are two services now that are being pressed from a good many barracks. One is the provision of company's store-rooms. I am perfectly certain that if the establishments of regiments were reduced, and in two or three barracks there were vacant rooms, the demand for company's store-rooms

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rooms would be given way to, and they would then be demanded at all barracks ; and at most barracks the demand would have to be met.

5110. How would you propose to obviate that disadvantage?—I think that if we could get an ideal establishment, an establishment that had the element of anything like permanency, we should be able to fix what services should be provided for the barrack ; and those could be held to.

5111. Do you mean by an ideal establishment the Army establishment generally, or the regimental establishment?—I mean the regimental establishment.

5112. To what extent now is a regimental establishment not an ideal establishment?—It is continually varying. There is hardly a year in which some men are not either added to, or deducted from, the Army ; and these changes of numbers are affected by taking a certain number of men off each regiment, or a certain number of regiments, or putting them on.

5113. What causes the variation?—The desire to increase or decrease the strength of the Army.

5114. Mr. H. H. Fowler.] But the Army is always increasing, is it not?—No, I think it is smaller now than it was, say, in the year 1868.

5115. That is a long time back, but the evidence which has come before us, is that for a considerable number of years back there has been a steady increase?—Yes, there have been steady demands for more men outside.

5116. I am not asking the reason for the increase but there has been a steady increase. I want you to reconcile an answer you gave with that fact. You stated that the fluctuations arose from decreasing and increasing the establishment of the Army ; whereas the fact is that the establishment has been regularly increasing?—I am talking with regard to the actual strength of regiments. What I said was, that when the number of men in the Army is increased it is done by adding to or deducting from the separate units, and in my opinion that may be the most economical way, on the face of it ; but it would be very expensive in the long run, and it would be far better to add or deduct from the units.

5117. Chairman.] Is it not better that the establishments of Regiments, and of the Army generally, should be varied from time to time ; for instance, some years ago, you could not have foreseen the Egyptian occupation ; that is an element that must have increased the establishment of the Army ; and if that came to an end it would admit of a decrease in the establishment of the Army?—The establishment of the Army has not been increased for Egypt, it was the depôts that were increased. A few men have been added to them, and depôts were moved, in the case of small brigade depôts into camps, and turned into regiments.

5118. But I rather think that in the year 1885, 10,000 men were added to the Home Establishment of the Army?—Was not that for India?

5119. No. I am speaking in deference to your knowledge ; but my opinion is that Lord Hartington, when he was Secretary of State, added 10,000 to the Home Establishment, and the Indian increase came in the beginning of the year 1886?—Yes, that is so.

5120. But they were enlisting 10,000 men in the Army, I think in 1885?—There have been several increases.

5121. What I meant to get from you is whether it would be possible, considering the peculiar position of this country, to lay down any permanent establishments for regiments individually, or for the Army generally?—I think so.

5122. Do you not think that sometimes the military demands might be much less than at other times?—If you had a war, of course the military demands would increase.

5123. But short of war, I mean?—No, I do not think so. They go on increasing as you increase your liabilities, but I do not think they would vary, given the same amount of liability.

5124. Merely as a matter of argument, supposing that the Egyptian occupation was to terminate to-morrow, surely that would be an argument for a considerable

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siderable decrease of the Establishment?—No, because we have not increased any establishment for Egypt.

5125. Does not that show that you previously had a larger establishment than was necessary, if you have been able to occupy Egypt with it?—We have a certain amount of elasticity always in the Army; and for Egypt we increased the depôts, and made a third battalion at home to supply the two regiments abroad. That is really the course that I advocate, practically creating a new unit in consequence of one of the units, that ought to be at home, being abroad.

5126. Mr. *H. H. Fowler*.] You think that there should be a considerable expenditure in barracks throughout the Kingdom?—I think that a considerable expenditure is necessary.

5127. Do you not think that it would be a desirable thing to treat that, if I may use the expression, as capital expenditure, and do it all at once out of a specific sum to be repaid by a terminable annuity, and extending over a short period of years?—Yes, I think that would be most desirable.

5128. Admitting that the barracks want rebuilding, or that barracks want extending, would it not be more economical from a military point of view, as well as a more advantageous plan, to do it at once under a bold and comprehensive scheme?—I think it would be a more advantageous plan in every way. What has produced the pressure with regard to a great number of these barracks has been the fact that the advantages that have been given to the soldiers by the creation of warrant officers, and the improvement of the position of quartermasters, and the better accommodation that is considered necessary for married people, have never been met by a proper expenditure on the Vote for Barrack Services.

5129. A great many of these barracks were built a great many years ago before the modern principles of sanitary science with respect to the housing of a large number of people had really been discovered, I daresay?—Yes.

5130. And some of them are in a very insanitary state?—The accommodation of some is not up to modern requirements, but I hope we keep them tolerably sanitary.

5131. Do you not think that it is an extravagant mode of procedure to be voting sums annually for this purpose, Parliament having no idea of what the gross cost would be, and that it creates considerable delay in carrying out the work?—I am quite sure it does.

5132. Sir *Frederick Fitz-Wygram*.] Do you think it worth while to rebuild the huts at Aldershot; I will put a further question to you, would not canvas camps answer the purpose as well for the summer manœuvres, and would it not be better to build the barracks in county towns, especially as we have now territorial regiments?—I think not, on account of the expense in county towns; it would be almost impossible to get rifle ranges, and one of the great and growing expenses in the Army now is the difficulty of training troops in barracks of that sort.

5133. You say that the barracks at Leeds, are very bad barracks; they are modern barracks built in the year 1828?—I did not say that; I said that I should put them last in the list of those to be altered.

5134. It is old-fashioned I know?—I said I should not give it the prominence which the Inspector General of Fortifications gave it.

5135. Sir *William Crossman*.] You said just now, with regard to company stores, that if a spare room was handed over in one regiment, other regiments would demand it as a matter of right?—They would. If once you appropriate a place for a company's store-room in one regiment, the next regiment wants it of course.

5136. Was there not some years ago a synopsis drawn out, laying down the actual regimental requirements for a battalion?—There is such a synopsis now in existence.

5137. Then everything is laid down then that was considered necessary for the regiments?—Yes; and the answer to a demand now for a company's store-room is, that it is not provided for in the synopsis.

5138. Is

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5138. Is that synopsis the guide in providing accommodation now for regiments?—It is a guide to the authorised accommodation.

5139. You know, do you not, that there are some barracks at Portsmouth which are in a very bad state?—I mentioned that the thing above all others that I should like to see money spent on, was in building an Artillery Barrack at Portsmouth.

5140. Colonel *Nolan*.] You say that the Galway Barracks are in a shocking state, did you not?—I believe they are the worst.

5141. Are they not very old barracks?—They are.

5142. Are they a hundred years old?—I could not say; I have always understood they are very old; they are certainly very bad.

5143. And it would be almost necessary to have good barracks at Galway, as it is a tolerably large military station?—I could not say that; I think it would be advantageous to have a barrack somewhere in that part of Ireland.

5144. In some central part of Ireland, on the west coast?—Yes.

5145. And Galway is a good place?—Yes.

5146. So that it is rather an urgent work to have barracks there?—I think that some money ought to be spent there.

5147. With regard to the Royal Barracks, you are aware that they were built in some of the very worst parts of Dublin when they were originally built; are you aware of that?—Yes.

5148. Taking it as correct that the barracks were built in the worst slums of Dublin, would that partly account for these outbreaks of typhoid fever?—No, it would not.

5149. They would be quite independent of that?—I think so.

5150. Would you tell me what is the total barrack accommodation of the United Kingdom, either exclusive or inclusive of huts; if you occupied every barrack in the United Kingdom, how many would they hold?—I could not say that offhand, but I could find out.

5151. *Chairman*.] You could have that information prepared and put in?—Yes. It would take some time.

5152. Stating what you consider to be the total accommodation of the present barrack system?—Yes, as at present appropriated. I may say I have called for that return for my own information; but we have not got it in a satisfactory form, and it will take some time to prepare it.

5153. I daresay you can let us have it in a few weeks?—Yes.

5154. Colonel *Nolan*.] Would this be a fair way of stating it; could you let us have a table showing the total number of men accommodated in the present barracks in Great Britain, Ireland, and the Channel Islands, exclusive of wooden or iron huts, or married quarters; the number that could be accommodated in huts; the number that could be accommodated in married quarters; the number that could be accommodated in single officer's quarters, or those usually considered as suitable for single officers only; and the number that could be accommodated in married officer's quarters?—I could give you that; it would not be a very fair form, because the number of men would have to be considered relatively with the occupation at head-quarters.

5155. As regards this barrack accommodation, is the present Militia system a wasteful system for barrack accommodation; are not certain barracks set aside for the Militia principally, and then not used for the greater part of the year for other purposes?—No, I think not; as a rule, where the Militia go into barracks generally they are occupied during the winter.

5156. By other troops?—Yes.

5157. Is not the present system of a month's training for the Militia wasteful in the way of barracks?—I think not at all.

5158. They are not left vacant for other parts of the year when they are not occupied by the Militia?—No; there is, I think, only one barrack that can be said to be not occupied at all, and that is partially occupied and is often fully occupied; that is one of the barracks at Woolwich.

5159. As a general rule the barracks are used for some other purpose during the rest of the year?—Yes.

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5160. In

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5160. In building new barracks would you consider it necessary to put up a rifle range close to the men's quarters?—No; but I should consider it very ill advised to build a new barrack at a distance from a rifle range.

5161. Are you in favour, then, of having a rifle range almost within the barracks?—Within easy reach.

5162. I am talking of one where the men could leave their rooms and get to it within two or three minutes?—That would be impossible, I think.

5163. These safety ranges you do not approve of?—Are you referring to the Morris tube.

5164. No. At the foreign competitions they have intercepting targets; do you think that that is a necessary part of future barracks?—No, not if you can get an open range.

5165. You do not think that the immediate contiguity of a range to the barracks would make up for the necessary shortness of the range?—No, I think not; but you should have a range within reach.

5166. What do you call within reach?—I should like it to be within two or three miles. We have to send regiments to camp at a good many of the ranges.

5167. You do not consider it a necessary part of new barracks?—No.

5168. Do you consider a covered shed like they have at Aldershot for drill in bad weather a necessary part of new barracks?—I think it is an advantage.

5169. Do you consider it a great advantage?—I consider it an advantage.

5170. Mr. *Picton*.] Do you know whether any nuisance has been felt from the canal running at the back of the Albany Barracks?—I never heard of any, but undoubtedly the horses are the least healthy of any in our stables.

5171. Are you aware that the canal is entirely disused?—No, I have no knowledge of that.

5172. The difficulty was described about getting sufficient accommodation in those barracks, and it was said that they could not be enlarged, because it would be so great an expense, the houses all round being, I suppose, tolerably valuable. Are you aware that that canal is entirely useless, and that therefore, if it were filled up, would give a good deal of additional space at the back?—I have never personally considered the question of how the barracks should be enlarged or altered; there has never really been any money available to alter them, and therefore I have never considered it.

5173. Mr. *Brodrick*.] You have told the Chairman that you generally concur in Sir Lothian Nicholson's estimate of 4,600,000 *l.* for barracks?—I said I had no knowledge of the estimate, but that I agreed generally with the data upon which he based his estimate.

5174. Was that sum ever submitted to you for criticism?—I am cognizant of the different items upon which the sum is based.

5175. But you have not criticised the different items; I mean to say that Sir Lothian Nicholson's figures were rather rough figures, were they not?—You may take them as being pretty nearly correct as a rule. The ordinary thing, I think, for cavalry barracks is 120 *l.* per man, and for infantry 100 *l.* per man; they are rough in that sense.

5176. Might I take you to one or two items; for instance, the Albany Barracks, which Mr. *Picton* just alluded to. You said, in reply to the Chairman, that in your opinion the stables required enlarging and possibly rebuilding. Sir Lothian Nicholson put down a sum of 100,000 *l.* for that; would you be inclined to say that 100,000 *l.* would be a necessary expenditure on the Albany Barracks?—I said, in answer to the Chairman, that the stables are bad and underneath the men's rooms, they are too low, and if you alter the stables you have practically to rebuild the men's rooms too.

5177. In your opinion would it be necessary to spend so large a sum or anything like so large a sum to put the barracks into what you consider efficient repair?—I have never considered the actual details of what ought to be done at the Albany Barracks, because there are several other barrack services upon which I am certain that money ought to be spent before it is spent on the Albany Barracks.

5178. Sir

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5178. Sir Lothian Nicholson has put down 100,000 *l.* to be spent on the Albany Barracks, and 100,000 *l.* at Leeds, which you say you would take last?—Yes.

5179. He has taken a figure of 700,000 *l.* for barrack services; do you mean to say that he has omitted from his calculations certain barracks that you would do something to, and that he has not proposed to do anything to?—No; but he began with the Albany Barracks, and put the Leeds Barracks second. I saw the paper this morning that he read from, and I should certainly, speaking personally, say that if you have any money to be granted immediately for barracks there are several with more immediate requirements than either the Albany Barracks, or the Leeds Barracks, I think.

5180. But speaking practically, if you had this 4,696,000 *l.* before you, are there not a great many other services on which you would spend a very large proportion of the money before you applied it for the services that Sir Lothian Nicholson has put down?—No, I think he has put down all the services on which that money would have to be spent. If the money was spent at once, the services being at different places, it could be spent on all.

5181. Are there not other services in connection with the Army that you would put down before meeting Sir Lothian Nicholson's requirements?—There are a great many other services on which I should like to see money spent if that 4,000,000 *l.* was the only money going to be given. Certainly some of that ought to be spent on barracks, but a great deal could be spent more advantageously. For instance, the rapid production of the magazine rifle; I would rather see troops armed with the magazine rifle than improve the Albany Barracks.

5182. Having regard to our requirements, and to the demands upon us, do you think that it would be fair to ask for anything like this sum to be spent on barracks in the next three or five years. If other services which you as a military man consider necessary are shortly to be provided for, do you think it fair or necessary to ask the nation to spend this sum of money at the same time?—I think that a great deal of that money ought to be spent, and that it would be fair to ask the nation to spend it, because I believe both that recruiting is injured and that the efficiency of the Army suffers in consequence of the condition of many of the barracks.

5183. Do you think that the condition of our barracks as compared with those of foreign countries that you are aware of, is good or bad?—I think that having regard to the general requirements of the country, and of the comfort of the people living in the barracks, the condition of our barracks is bad; but I have never compared our barracks with those of foreign nations.

5184. Setting aside the case of the sanitary condition of the Royal Barracks in Dublin, the sanitary condition of our barracks is not amiss, is it?—It is fairly good, I think. I think that the condition of the barracks at Malta is bad.

5185. So far as that is concerned this expenditure is not called for; I mean merely by the sanitary condition of the barracks?—It would be; the comfort of the barracks is not what it ought to be in a great many cases.

5186. But taking such a very large sum as this and taking Sir Lothian Nicholson's words, if I may refer you to them, speaking of the Galway Barracks he said that the Galway Barracks were a disgrace to the nation?—I quite agree with him, the Galway Barracks are the worst we have.

5187. Do you agree with Sir Lothian Nicholson when he says that the Main Barracks at the Cape ought to have been removed long ago, and that would have cost 140,000 *l.*?—Yes, I mentioned the Cape before. I am certain that if the Cape were within sight of England the barracks would have been replaced long ago. They are old Dutch barracks, and now we are spending money on the roofs, which, in my humble opinion, is money thrown away. They must be kept water-tight, because we cannot build new barracks; but we ought to build new barracks.

5188. With regard to the variation in the number of men, I want to clear up one point; is it not rather your contention that the regiments of the First and Second Army Corps, or whatever they belong to, should be placed on a definite establishment and kept there without variation?—Yes.

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5189. If

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5189. If you had that arrangement in your mind, it would be possible for you to make provision for barrack services with greater economy than if you were constantly changing and shifting the number of men to be provided for?—Yes, certainly.

5190. That is what you intended to convey rather than to say anything upon the general question of numbers?—Yes.

5191. *Chairman.*] I understand you rather to contend that Sir Lothian Nicholson's estimate, if carried out, would produce a truer economy than you have at present?—Certainly. We are hiring a very large number of accessory buildings that could be dispensed with, and generally the troops could be better concentrated. The different expenditure could be better supervised, and I think could be considerably curtailed if we had completer barracks.

THE RIGHT HONOURABLE EDWARD STANHOPE (a Member of the Committee); further Examined.

5192. *Chairman.*] You wish to make a statement in regard to Sir Lothian Nicholson's evidence, I believe?—There are two points upon which I should like to say a few words, with the permission of the Committee, in order to prevent any misapprehension. The first refers to Question No. 3913. Your Lordship asked this: "The Estimates laid before Parliament state there is a net decrease in this Vote compared with last year of 122,000 £; is that so. I have taken it from the Estimate;" and Sir Lothian Nicholson replied, "I believe that to be the case." In order to prevent any misapprehension I wanted to point out to your Lordship that certain deductions ought to be made from last year's Estimates if you are to make a fair comparison with the present year; and I thought it well that those deductions should be put upon record. The amount of the Vote of last year was 862,300 £; but now in consequence of the changes that have taken place in the organisation of the War Office, certain charges have been transferred from this Vote to other Votes, and the deductions that should be made are as follows. There is the cost of works at the manufacturing establishments, which is now borne upon the Ordnance Factories Vote, that is 96,688 £; there is the cost of the Works of Defence, and Submarine Mining Buildings at coaling stations, which have been taken out of the Votes, and have been taken on the loan proposed to Parliament, amounting to 77,200 £; and there is the cost of Submarine Mining Buildings at home in the same way charged to the loan funds, amounting to 9,000 £, making altogether a total of 182,888 £. If you deduct that from the total previously given, you will find that the balance is 679,412 £, with which we have to compare the net amount taken this year of 643,300 £. The true result, then, is that which was stated in Sir Lothian Nicholson's evidence, viz., a reduction of 36,112 £. The other point which I wanted just to bring to the attention of the Committee is where Sir Lothian Nicholson alludes to the fact that 380,000 £ was the amount of the estimate which he put before the Secretary of State, and that the amount which was submitted to Parliament was 115,100 £; 13,950 £, being provided to commence in 1888-89.

5193. I think Sir Lothian Nicholson stated that he only submitted 200,000 £ to the Secretary of State?—He wishes to correct that; he says 380,000 £ now. But I should like to point out to the Committee that, although I do not want to dispute the figure for a moment, whatever sum he submitted only a very small portion of it was ever intended to be spent this year, and that of that 380,000 £ it was only intended that 40,000 £ as submitted to me should be inserted in the Estimates for the present year. Whatever figures were submitted to me at that time underwent a great deal of discussion; and I should like to state frankly to the Committee that my feeling was that as we were going to ask Parliament to spend a large sum of money on fortifications during the next year or two, I pressed upon the military authorities that this was not the time to press forward demands for barracks except in urgent cases. Accordingly when the

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[Continued.]

the papers came before me again there were a considerable number of items struck out, of which, if the Committee will allow me, I should like to give two or three instances. For instance, they came back to me with a proposal to build a new recreation room at Fort George in Guernsey struck out; the drill ground at Hounslow which was to be enlarged was struck out; at Kneller Hall some married soldiers' quarters were struck out; the water supply at Weedon was proposed to be provided, that has been postponed. Then again I find here an item, "Hot water to baths at the Royal Military Academy." I thought that that might also fairly stand over to a year when we were not doing fortifications. At the Curragh there were some stables for vedette troops and some increased accommodation for troops of mu-ketry; those were struck out; at Bermuda it was proposed to purchase the buildings used for the pay office; that was struck out; and at Trincomalee quarters for six married soldiers were struck out. These are the principal items which were struck out, and the result was that what was authorised eventually was, as Sir Lothian Nicholson stated, a sum of 115100 l.

5194. Did you strike these items out yourself, or did Sir Lothian Nicholson strike them out?—What happened was this; we discussed them in my room, and their relative importance; Sir Lothian Nicholson then went away and discussed them with my other military advisers, and the list came back to me with certain items struck out.

5195. Does that 115,000 l. includes the commencement of new works as well as the continuation of old work?—No, it is the commencement of new works entirely.

5196. How much of that is to be spent in this year?—That is the sum which Sir Lothian Nicholson was dealing with. He says 13,950 l.

5197. In the present year?—Yes.

5198. So that your estimate as finally agreed to differed from his original estimate by the difference between 13,000 l. and 40,000 l.?—That is all.

5199. Colonel *Nolan*.] Have you struck out the Galway barracks?—I do not think that was in this list at all when it came to me.

5200. We have got it in evidence that they are the worst barracks in the kingdom you know?—It was not in this list.

5201. Mr. *Brodrick*.] Before you came into the room Sir Redvers Buller told us that the military side of the War Office were not responsible for this year's Estimates on Vote 13; but were not all those estimates submitted to the military advisers; and were there not frequent conversations on the subject before they were submitted to you?—That is so; and they discussed them together. I do not want to press the matter as against the military authorities, but there is no doubt that it was a new subject to them, and it would be hardly fair to say that in those two or three months, either Lord Wolseley or Sir Redvers Buller could have acquired that special acquaintance with those subjects in order to enable them to be criticised, before including or excluding the several items.

5202. *Chairman*.] I think that Sir Redvers Buller's contention was that the Estimates were prepared under the old state of things instead of under the new state of things?—I think that is scarcely accurate, because instead of their being submitted to the Surveyor-General of Ordnance by Sir Lothian Nicholson they were submitted to the military side altogether.

(ON VOTE 15—continued.)

MR. RALPH HENRY KNOX, C.B., re-called; and further Examined.

5203. *Chairman*.] Has your attention been drawn to certain evidence given by General Alderson, and I think to some extent by Sir Ralph Thomson, but mainly by General Alderson, with regard to the payment made to Major Watkin?—I saw a copy of the evidence this morning, I just glanced over it very hurriedly, and saw that some questions had been asked upon the subject.

5204. Of course this matter came before you as Accountant General of the Army?—The proposal to make the payment do you mean?

5205. I mean the payment came under your notice?—Certainly.

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5206. I suppose

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[Continued.]

5206. I suppose, so far as the War Office is concerned, you would be the financial authority responsible for it?—I authorised the payment and made it in fact.

5207. It appears that a sum of 25,000 *l.* was paid to Major Watkin; would you tell us the exact date when the payment was made, or the War Office sanction given to it?—I cannot state the exact date; but it was very late in the financial year within the last few days at the end of the financial year.

5208. I suppose that the moment the sanction of the War Office and Treasury was given the payment was made?—Yes.

5209. Twenty-five thousand pounds was given to Major Watkin out of the savings on the War Office Vote?—No, out of the savings upon the Estimates generally.

5210. Upon the whole estimates for the whole services of the year?—Yes.

5211. Not out of the War Office Vote?—Not out of the savings under Vote 16, but out of the Army Estimates. I thought you were alluding to the special Vote for the War Office.

5212. Why was that payment made in that peculiar manner?—The Secretary of State held that it was necessary that progress should be made at once with the equipment of this valuable invention, and that before any steps could be taken to develop it, it was necessary to make the payment to Major Watkin.

5213. I think you have told us that it was only within a few days of the close of the financial year that the payment was made?—Yes.

5214. That being so, why should not this payment have been put into the Estimates for the next year, and then of course the payment could have been made out of the money that the War Office got, when the first Vote was taken?—If it was provided in the Estimates for the next year; it was of that nature that the payment would not have been made in all probability until the actual Vote in which it was provided was taken.

5215. Do you recollect the date when the first Vote was taken in the Army Estimates this year?—I think it was about the 15th of March.

5216. When does the financial year close?—On the 31st of March.

5217. Then I do not see what particular advantage was gained in paying Major Watkin in this particular manner?—The Vote was taken in the middle of the month of March, but the funds would not be available until after the 1st of April. The payment was made during the latter part of the financial year.

5218. How do you mean?—In the year then current the payment was made.

5219. The payment was made before the 31st of March?—Yes; that is to say during the financial year then current.

5220. But you would have been able if you had chosen to have made the payment on the 1st of April?—If it had been provided for.

5221. And it would have been provided for if you had chosen to put it in the Estimates?—It would have been possible, but not usual.

5222. It would be merely drawing a cheque?—Yes; but being a service of a special kind, the ordinary course would be to wait until the Vote in which it was provided for had been taken. Just in the same way in the Works Vote, for instance, in which proposals for new works are made, those new works are never entered upon except by special sanction until they have been considered by the House of Commons.

5223. Have we not got this state of things, that a payment is made of 25,000 *l.* to an individual by the War Office and Treasury out of saving on the Army Estimates; is that so?—Yes.

5224. And the fact of that payment having been made is in no way brought before Parliament?—The charge will appear in the account.

5225. The account for the next year?—Yes.

5226. At any rate for the purposes of the present year, the fact of that payment having been made, is concealed from Parliament?—Parliament does not know it.

5227. It is perfectly clear that Parliament could have known it without the slightest inconvenience, if you had chosen to place this payment on the Estimates

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[Continued.]

Estimates for the present year?—A provision in the current year's Estimates would show a large charge under Vote 15, which would have been expenditure including this very large sum for Major Watkin.

5228. There is a great difference between the two proceedings. In the one case you would have got the sanction of Parliament for a very large outlay of money, and in the course which you have pursued you have laid out a large sum of money without the knowledge and sanction of Parliament?—Certainly; but with the sanction which Parliament contemplates; because Parliament contemplates that special expenditure which it is advisable should be incurred immediately, the Secretary of State can incur with the approval of the Treasury, although no special provision for such expenditure has been made within the votes of the year.

5229. I will go to that point afterwards; but you admit that the payment might have been brought under the knowledge of Parliament by inserting it in the Estimates of the year without the smallest inconvenience; please say yes or no?—It would have been inconvenient because it would have been necessarily in the ordinary course postponed, if provided in the Estimates for the next year.

5230. It would not have been necessarily postponed; the cheque might have been drawn on the 1st of April out of the money voted by the House of Commons and at the disposal of the War Office?—It would have been possible.

5231. Would not the advantage of the knowledge of the House of Commons of this payment have far counterbalanced any little clerical or official inconvenience that might have occurred by the payment being made in that way?—That is of course a matter of opinion.

5232. I appeal to you as the financial representative of the War Office?—I think in the case of services of this kind it is always advisable that they should be presented in the Estimates for the consideration of the House of Commons.

5233. I will take you to an analogous case. I will take the case of the Brennan Torpedo. That, if I recollect rightly, was an urgent matter?—Yes.

5234. What was the course taken by the War Office in that financial year ending the 31st March 1887 with regard to that Vote of 100,000 £?—In that case, if I remember rightly, it was necessary to take Supplementary Estimates for several services, the money at the disposal of the Secretary of State being insufficient to meet the expenditure contemplated; and the Brennan Torpedo was provided for with other services by means of a Supplementary Estimate.

5235. And what reason was there for the precedent of providing for the Brennan Torpedo in that manner not being followed on the present occasion with regard to the reward to Major Watkin?—Because the Secretary of State was not in a similar want of funds; he had funds available.

5236. Then you hold that it entirely turns upon whether there were, or were not, savings at the disposal of the Secretary of State?—Yes, that is the cause of presenting Supplementary Estimates.

5237. Do you wish the Committee to understand, and the House of Commons through the Committee, that you construe your powers of transfer of money from one vote to another so largely and widely as to admit of payments of this kind being made with the consent of the Treasury?—The condition is that they are services which cannot be postponed without inconvenience.

5238. Obviously by your evidence it has been proved that placing this sum of money on the Estimates for the year would not have resulted in the slightest delay?—It might have been met, certainly.

5239. And this also has been proved, that under the present state of things, unless this Committee had been sitting, and unless certain questions had been put by the honourable Member for Glasgow, Parliament would have had no knowledge whatever of this large sum of money having been paid?—Not until the account had been rendered.

5240. Further, another thing has come before us. Not only was 25,000 £ paid to Major Watkin, but it was also agreed that he was to have 1,000 £ a-year for 10 years?—Yes.

5241. Where is the provision in these Estimates for that?—It is included in the item for rewards, &c., for inventors.

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5242. Where?

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[Continued.]

5242. Where?—In Vote 15, on page 83, “Rewards for Inventions, &c., and for Miscellaneous Payments of a similar nature.”

5243. Where do you find that?—In Item C; the second item on the page.

5244. I see you take 22,000 *l.*?—Yes.

5245. Is the 1,000 *l.* to Major Watkin included in that?—Yes, it is.

5246. Are you sure?—Yes.

5247. Where shall we find the details of Item C?—There are no further details presented.

5248. Are there never any further details presented of Item C?—No; not necessarily.

5249. General Alderson accounted for Item C in this way. He said, “The Vote includes 16,000 *l.*, which is the third instalment of the purchase-money for the Brennan torpedo?”—Yes.

5250. “The estimate also includes the salary of Mr. Brennan, Mr. Temperley, and Mr. Argent, who were employed in the Brennan torpedo factory”?—Yes.

5251. What do those salaries amount to?—I cannot say exactly.

5252. “And the balance of the Vote is to meet any grants made for inventions?”—Yes.

5253. What would be the balance of the Vote?—I think about 3,000 *l.*

5254. After paying for these other matters?—Yes.

5255. This is what General Alderson said; he was being questioned about this 1,000 *l.* to Major Watkin, and he was asked at Question 4644, “Then this year we may take it that nothing but the 1,000 *l.* a year proposed to be paid to the inventor will appear?” and his answer is, “Only the 1,000 *l.* to be paid.” Then the next question is, “That will not be out of Savings?” and he answers, “We shall have to get it out of the Vote somehow;” then the next question is, “How about next year?” and he answers, “Next year the 1,000 *l.* will appear.”—He was under a misunderstanding. The 1,000 *l.* to be paid to Major Watkin is included in that Vote of 22,000 *l.*

5256. You are certain of that point?—Certainly.

5257. At any rate it has never been specified in that estimate what the rewards to inventors are. The honourable Member for Glasgow reminds me that this 1,000 *l.* a year, part of which was paid this year, was not decided upon until after the Estimates were framed; therefore, probably, if the 22,000 *l.* represents the Estimates as they were framed, there is no provision for the 1,000 *l.* to Major Watkin?—I cannot say that I agree in that; I think the scheme for reward to Major Watkin was generally under consideration at the time the Estimates were framed; and although there was a question about the payment of the large reward, as to when it should be paid, it was certainly contemplated that something would be given in the way of an annuity to him, and this sum was taken to be sufficient to cover the annuity that was contemplated.

5258. Will you explain to me why there was no footnote to this Item C to explain this transaction; a footnote in the Estimates would have explained the whole transaction to Parliament; why was no such footnote put in?—It was not looked upon as necessary; it is not usual to refer to payments made in any previous year.

5259. Have you in the whole of your experience as Accountant General of the War Office, any precedent whatever for paying a sum of money so large as this to an individual in the manner in which the War Office have chosen to do this year; just think over all your experience of rewards to inventors and other persons, and tell me one?—I do not think that a payment so large as this has been made without a more detailed explanation certainly; but of course, being made in the way in which it was, there was no opportunity at the time that it was decided to charge the previous year, of giving an explanation to Parliament.

5260. Then does it not appear, following this precedent which has been set, that any payment of any amount within the savings on the estimate might be made, with the consent of the Treasury, to Brown, Jones, or Robinson, and that the fact of that payment having been made might be concealed from Parliament for a period of nearly 18 months?—Yes, I think so.

5261. Then

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[Continued.]

5261. Then I am really led on to ask you what is the value of Parliamentary control if such a thing as that can be done?—If when a case of the kind comes to notice and is observed, and the House of Commons objects to it, I have no doubt if such a course is objected to, that course will not be adopted in future.

5262. It is not our business to dispute the merits of Major Watkin or the merits of his discovery; but is it not quite possible that a discovery might have been paid for which is perfectly worthless; in which case the money is gone and cannot be recovered?—Quite so, for which the Secretary of State is responsible.

5263. I suppose in your experience you have known the War Office pay money for inventions which have turned out less valuable than was hoped?—I do not think so.

5264. What will be the savings of the War Office Estimate this year, roughly?—We have not ascertained; roughly I should think they would amount to something like 300,000 *l.* or 400,000 *l.*

5265. And the whole of that, with the consent of the Treasury, might have been given away to any individual in this fashion without the knowledge of Parliament?—You are putting an extreme case.

5266. Yes, I am putting an extreme case?—I do not suppose it would be assented to.

5267. But it might have been. You could just as well give away 300,000 *l.* as 25,000 *l.*?—I do not think you can assume that people would act in the same way with regard to a large sum as with regard to a small sum.

5268. £. 25,000 is a respectable sum to give to a man, is it not?—Yes, but it is not 400,000 *l.*

5269. But all the great principles which regulate the relations between Parliament and the Department have been made to apply to great or little cases, have they not?—Yes, but I think that they are considered by all the departments, both the Administrative Departments and the Treasury, from the point of view of the magnitude in all cases. A case may assume very large dimensions; in that instance I do not think either that the Secretary of State would make the proposal or that the Treasury would accept it.

5270. Will you assert as a matter of fact, that there was no desire on the part of the War Office to keep this payment from the knowledge of Parliament?—Certainly.

5271. There was none?—None whatever.

5272. And you can only allege that there might have been some slight clerical inconvenience if the natural course had been followed of placing it on the Estimates for the year?—I think that the difficulties of placing it on the Estimates for next year could have been got over certainly without any great trouble.

5273. Then what was the reason that induced the War Office to take this particular course of suppressing the fact that the payment had been made?—It certainly was not done with a view of suppressing the fact, but it was thought advisable to make the payment in the previous year in order that there should be no question as to going on with the service. Certainly a question would have arisen if it had been provided for in the next year's Estimates as to its being paid on the 1st of April. The Treasury would have taken the view very probably that as it was provided in the Estimates definitely in that way, it was advisable that no payment should be made until the Vote had been presented to the House of Commons; because there would have been a deliberate intention to lay it before the House of Commons if it was inserted in the Estimates.

5274. Then there was no deliberate intention to lay it before the House of Commons, but rather the other way?—It was decided to make the payment at that time from the pressing nature of the service.

5275. But the pressing nature of the service had nothing whatever to do with the manner of payment?—No, not with the manner of payment.

5276. Nor the time of payment?—Yes; it had to do with the time of payment.

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5277. Did

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[Continued.]

5277. Did you make the actual payment one day earlier to Major Watkin than you could have done if you had chosen to put it on the Estimates for the year?—It was quite possible that the payment could have been made upon the 1st of April certainly out of the new year's Vote.

5278. For these particular purposes you obtained the sanction of the Treasury?—Yes.

5279. Did any correspondence go on about it?—Yes.

5280. Will you produce that correspondence?—I presume there is no objection.

5281. Perhaps you will have it put in by the next meeting of the Committee?—Yes.

5282. Of course you hold that the sanction of the Treasury covers your responsibility?—Yes.

5283. Mr. H. H. Fowler.] What was the date on which the Estimates were laid on the Table of the House?—The 28th of February they were ordered to be printed.

5284. No, they were ordered to be printed on the 27th?—Then they were laid upon the Table of the House on the 27th of February.

5285. At what date were they sent into the Treasury?—I am not prepared to say; they go from time to time; we send the Estimates in batches of votes.

5286. Tell me as near as you can on what date Vote 15 was sent into the Treasury for approval?—For that I should have to refer.

5287. Will you be good enough to give us the date of that?—Yes.

5288. But I may take it, at all events, that they were at the Treasury at least three weeks before they were laid on the Table of the House?—No, certainly not.

5289. A fortnight?—Some of the votes were; some of them not a week.

5290. When they were laid before the Treasury, was Vote 15 altered during the time it was under the consideration of the Treasury?—I cannot tax my memory on the point; I think there was some alteration in the Votes; I do not know that there was in regard to that item.

5291. But, at all events, when this Vote was sent in for the consideration of the Treasury, it included this 1,000 *l.* a year to Major Watkin?—Yes.

5292. And when it was laid on the Table of the House on the 27th February, it also included that 1,000 *l.* a year?—Yes.

5293. Therefore prior to the 27th of February, the Secretary of State and the War Office had agreed to give the 25,000 *l.*, and the 1,000 *l.* a year?—No, I do not think that.

5294. Then will you tell me how it could be inserted on the Estimate for the forthcoming year, if it was not so?—It was provided for; it was fully contemplated that this would be a service which we should have to pay; but it was not finally concluded with Major Watkin until later; he had to accept the terms.

5295. Mr. Brodrick.] The matter had been submitted to the Treasury; the whole question with regard to Major Watkin had been submitted to the Treasury about the time the Vote was framed?—Yes.

5296. And consequently it was the duty of the War Office to place on the Vote what sum they thought likely, if the Treasury accepted their recommendation, to be voted?—Yes, the Estimates are framed early to meet the probable expenditure of the year. We looked upon this as highly probable expenditure and the Votes included the money to meet it.

5297. Mr. H. H. Fowler.] Then to put it on the grounds that the Financial Secretary has put it on, you contemplated in the month of February, probably that you would pay in the next year 1,000 *l.* to Major Watkin?—Yes.

5298. Was it then probable that you would pay the 25,000 *l.*?—It was probable certainly.

5299. It was just as probable that you would pay the 25,000 *l.* as the 1,000 *l.*?—Yes, the probability was certainly similar.

5300. Now,

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[Continued.]

5300. Now, with these dates before you, will you tell us why this 25,000 *l.* was not put into that sum when you were putting in the 1,000 *l.*?—It was not clear as to how the 25,000 *l.* would be met.

5301. What was not clear how it would be met; there is but one mode of meeting payment out of the public funds?—It was not clear out of the funds of which year.

5302. Let us go step by step; it was not clear whether it was to be paid out of the funds of 1887-88 or 1888-89?—No.

5303. If it was paid out of the funds of 1887-88 you would have had to lay a Supplementary Estimate upon the Table of the House?—No, that is just what we did not do.

5304. You say so positively?—Certainly.

5305. If it was taken out of the funds of 1888-89, you would have had to put it in the Estimates?—Yes.

5306. If it had been put in the Estimates, it would have been brought to the knowledge of Parliament?—Yes, no doubt it would.

5307. With regard to the Supplementary Estimates, you tell the Committee that when the War Office has got savings, and a Supplementary Estimate is required, the Supplementary Estimate is only laid upon the Table of the House for the balance?—That is the usual course, certainly.

5308. Does not the Supplementary Estimate show the gross outlay of the year, and give credit for the balance?—No.

5309. Will you give us a precedent for that?—It is the usual course.

5310. Supposing the War Office contemplated, say an additional expenditure of 600,000 *l.*, and the savings from the previous year amounted to 300,000 *l.*, they would not lay on the Table of the House a Supplementary Estimate for 600,000 *l.*, and show on the Supplementary Estimate only 300,000 *l.* as being required on the Vote?—It has never been the practice to do so; we only ask for the extra money that might be required.

5311. Do not misunderstand me; I know what the technical Vote is perfectly; that is only for the extra money; but do you not show on the Supplementary Estimate the gross amount required for the service?—No.

5312. Then why do you show it in the general Estimates with regard to Appropriations-in-Aid?—That is a different thing. If we have Appropriations-in-Aid which we wish to spend, we have to make a Supplementary Estimate for that; but if additional money is required beyond the amount of the sum total of the Army Estimates, we only ask for the net sum and show the net sum in detail.

5313-14. You do not show the gross expenditure and the amount to be applied in the relief of that?—No.

5315. Perhaps at the next meeting of the Committee you will give us some precedents of Estimates to that extent?—Yes.

5316. Therefore, when the Chancellor of the Exchequer makes his statement, which I have heard, and says the Supplementary Estimates amount to so much, but the savings on other Votes amount to so much, and that the balance of extra expenditure is only so much, he is departing from precedent?—That is the case with regard to the Civil Service Estimates. I am talking of the Army Estimates. The Army Estimates and the Navy Estimates are peculiar in this respect, that the savings of one Estimate are available to meet deficiencies in others. It is different from the course pursued in the case of the Civil Service Estimates; and it is under that condition of things that the net sum only, that is to say, the net deficiency necessary to be made good by means of a Supplementary Estimate, is asked for.

5317. Then your theory of this mode of payment is, that in the month I suppose of January, or early in February, this expenditure was contemplated, and it was deliberately decided not to call the attention of Parliament to it?—It was deliberately decided to make the payment at once, and in order to make the payment at once, it was necessary to get the Treasury's sanction to charge it against the then current year's expenditure.

5318. But you say that the payment was not made until within two or three days of the close of the financial year?—Late in the financial year.

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5319. Will

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[Continued.]

5319. Will you give us the date of the actual payment, if you please?—Yes, I will.

5320. Under this principle of transfer from one Vote to another, the House of Commons, on the 16th of March, a fortnight before the close of the financial year, voted, I think, pretty nearly 4,000,000 *l.* for the service of the War Office: you had Vote I., had you not?—Yes.

5321. Under the practice of the War Office, it was perfectly within your power to make any payment in respect of any other Vote out of that money?—Yes, it is usual to do so.

5322. Therefore if this estimate had been 47,000 *l.*, instead of 22,000 *l.*, you would have had no difficulty on the 1st of April in paying this 25,000 *l.*?—I think as I said, that there would have been a difficulty. It would be contrary to the usual practice to make such a payment because of its special nature; and because it was included in the Estimates, and therefore of necessity would have come under discussion in the House of Commons; it being formally intended to be submitted to the House of Commons.

5323. You say it was formally intended to be submitted to the House of Commons?—It would have been if it had been included in the Estimates.

5324. Exactly. When did you intend it at the War Office to be submitted to the House of Commons?—When the decision was taken that it was to be paid at once; that meant that it would be removed by that means from the special submission to the House of Commons.

5325. It was meant that it should be removed?—No, that is entirely twisting my words.

5326. I do not want to do that. If you had intended to submit it to the House of Commons you would have put it on the Estimates?—No, if it had been in the Estimates that would distinctly have reserved it for consideration by the House of Commons no doubt; and for that reason, it having been included in the Estimates, and being subjected to the special consideration of the House of Commons, there would have been a disinclination to make the payment on account of it till the Vote had been taken. The Secretary of State deemed it of so pressing importance that it should not be postponed, and therefore he decided to ask the Treasury to concur with him in making the payment at once.

5327. And the effect of that action was that this 25,000 *l.* never would have been submitted to the House of Commons?—Certainly.

5328. Was that the usual practice at the War Office?—As regards pressing services, certainly.

5329. To so large an amount?—I cannot recall an instance of so large an amount; but we have spent money upon works, certainly; we have frequently entered upon new works of an important character without their being previously submitted to Parliament.

5330. Yes; works the principal of which had been sanctioned by Parliament?—No, without that, actually new works.

5331. Done out of savings which had never been submitted to Parliament?—Yes.

5332. Has any money ever been given to an individual before?—Yes, Certainly.

5333. What and when?—Rewards from time to time have been paid; of course this reward is a very large amount; but rewards of some few thousand pounds have certainly been given.

5334. Are we to take it that it is the practice of the War Office in addition to the Vote which appears on the Estimates for rewards for inventors, to take a sum of money out of the savings to apply in excess of that Vote?—It is not usual, but certainly cases have occurred.

5335. Have they occurred to any considerable extent?—These payments for rewards are not very frequent in large sums, but they are all special payments, and with the sanction of the Treasury they are made as soon as a decision has been come to, and ordinarily speaking, without special provision being made by the House of Commons for them.

5336. Is this the largest sum that ever was paid under such circumstances?—No, I think not. We have paid very large sums, but they have some of them

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[Continued.]

them been by instalments. I do not know whether 25,000 *l.* has been exceeded in any particular year for one payment.

5337. And all these payments have been made without the knowledge of Parliament?—No, in many cases Parliament has known all about them, and had all the papers on the subject.

5338. But I want to confine you to cases of payments made without the knowledge of Parliament?—I cannot tax my memory to that extent to make any definite reply to that question; but supposing that a reward of 2,000 *l.* or 3,000 *l.* were decided upon, it would be certainly given with the sanction of the Treasury out of such moneys as the Secretary of State had available at the time.

5339. How long did the correspondence last between you and the Treasury in regard to this payment?—Not long; I think some three weeks or a month perhaps; I cannot say exactly.

5340. Do you know whether it was settled purely on departmental lines, or removed into higher circles?—I think it was discussed between the Treasury and members of the War Office.

5341. Yes, but that is exactly what I mean by departmental lines; was it raised on to a higher platform?—The Secretary of State considered it and dealt with it; I do not know of any higher platform than that.

5342. You do not know whether the Chancellor of the Exchequer considered it?—I think so.

5343. We shall hear from the Secretary to the Treasury when he comes. How would this be dealt with by the Comptroller and Auditor General?—The Comptroller and Auditor General would accept the authority of the Treasury to the payment.

5344. And it would not be brought before the Committee of Public Accounts?—It would have to be explained as an excess upon the item in the Estimates; when this item of reward is charged it will show a considerable deficiency to the extent of 25,000 *l.*, and the Department will have to show that it was due to this reward being paid and the correspondence with the Treasury will be printed and published with it.

5345. That will come before the Committee of Public Accounts sitting in 1889?—Yes, next year.

5346. In the Estimates that you send to the Treasury on the various Votes, you always send the details of the Votes, do you not?—We send the Votes as they are printed here, with a general explanation.

5347. A much fuller explanation than appears here?—The Votes themselves do not bear any explanation upon the face of them. The explanations of increases and decreases are not given; but explanations of those are sent to the Treasury.

5348. But in sending this Vote to the Treasury, would you not state how this 22,000 *l.* was made up, namely, 16,000 *l.* for the Brennan Torpedo, salaries amounting to so much, and the balance to so much?—I think some details of that kind were included in the explanation for this year.

5349. Had the Treasury before them, when they passed this estimate of payments in this year, it was then next year, but now of course this year, the 1,000 *l.* to Major Watkin?—They had the correspondence, I think, as to Major Watkin's reward before them.

5350. And they knew that this sum was included?—I cannot reply to that definitely.

5351. Perhaps you will look it up before the next meeting of the Committee?—Yes.

5352. Mr. Brodrick.] Can you say from recollection whether in the first draft estimates sent to the Treasury, the sum of 25,000 *l.* was included as well as the 1,000 *l.*; or would you rather have time to look up the papers?—I would rather have time to look it up. I am not clear in my impression.

5353. You cannot speak of this from decided recollection?—No.

5354. Was the correspondence going on simultaneously?—Yes; there was such uncertainty as to the course to be adopted that I cannot really definitely speak.

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5355. But

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[Continued.]

5355. But the decision finally rested with the Treasury at all events, as to what course should be taken?—Yes.

5356. Mr. *H. H. Fowler*.] I should like that to be quite clear; I am much obliged to the Financial Secretary for putting that; you will recollect or have the means of knowing, whether the War Office, in the first instance, suggested that this sum of 25,000 *l.* should be put upon the Estimates, and the Treasury objected to that course; is that so?—No, I do not think any objection was raised.

5357. But if the proposal was to put the 25,000 *l.* as I gather from the Financial Secretary's question, it was on the Estimates, by whose authority, or at whose suggestion was it struck out?—That is just the very point I should like to refresh my memory about. I cannot distinctly remember whether the Votes actually went to the Treasury with provision for this large sum in it.

5358. Mr. *Brodrick*.] In the original draft Estimate in the War Office, the 25,000 *l.* naturally would have been included in the Estimates for 1888-9?—Yes.

5359. And it was so?—Yes.

5360. Mr. *H. H. Fowler*.] You say it was so?—It certainly was under consideration that it should be included in the Estimates for that year; but I cannot exactly undertake to say whether it went so far as sending the Estimates to the Treasury with that sum in; I forget.

5361. Is Major Watkin an officer of the Artillery or the Engineers?—Of the Artillery.

5362. Was he in full pay?—Yes.

5363. What position does he fill?—He is now appointed an instructor in the working of this invention.

5364. Before he made this invention where was he, and what pay was he drawing?—He was employed, I think, in the Artillery College, just at this time.

5365. What would his pay be?—Something like 400 *l.* or 500 *l.* a year.

5366. He was on full pay?—Yes.

Mr. *H. H. Fowler*.] I will defer the rest of my examination until we have the correspondence.

5367. Sir *Henry Havelock-Allan*.] With regard to this sum of 1,000 *l.* to be given as a retaining fee to Major Watkin, whether it came into the Estimates of 1888-9 or not, or into the subsequent Estimate, in any case the full responsibility of the Secretary of State for War for that payment would remain and be open to question in the House of Commons equally with any other item?—Yes.

5368. Sir *William Crossman*.] I was going to ask almost the same question as the Right Honourable Member for Wolverhampton; but I will ask further than that, has not Major Watkin been employed for several years on this special work of inventing machines for range finding?—Yes, he has been; he has been engaged in developing this invention for several years.

5369. He has been working at it as a Government officer?—While serving under Government, he has been working at it.

5370. Dr. *Cameron*.] You appear to be quite distinctly of opinion that General Alderson was mistaken, or at all events conveyed a wrong impression to the Committee, when he said that the 1,000 *l.* taken for this year was not provided for in this year's Estimates?—I think so; he exhausted apparently the larger part of the Vote, but left a considerable balance from which certainly it was quite possible to pay the 1,000 *l.* a year to Major Watkin.

5371. He explained, of course, that he was not responsible for the financial portion of the accounts (but he said, and there was no doubt as to his meaning); that the reason for omitting this sum of 1,000 *l.* was, that the Estimates had been framed before this grant had been made, that the 1,000 *l.* must be got out of the Estimates somehow, and that the 1,000 *l.* would appear for the first time next year. I presume there can be no doubt about the impression that that would convey. Your remembrance is that it was provided for?—I think we certainly

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[Continued.]

certainly contemplated that the 1,000 *l.* should be paid out of this 22,000 *l.* to Major Watkin, and that we had sufficient provision to meet it.

5372. When a reward is paid to an inventor partly in the form of salary, and partly in the form of a sum payment, how is it customary to enter it in the Estimates if you put down the salary; is it not customary to put a footnote explaining that it is an addition to so and so?—It has not been our practice to do so. We can only provide for it in this way. We take the money and make the payment whether the reward is annual or in one payment.

5373. There is no explanation or reference customary to be made in the Estimates in such cases?—No, it has not been customary. There have been cases certainly in which special information has been given with regard to a reward when it was included specially in the Estimates, and papers have been presented to Parliament explanatory of the reward in some instances.

5374. Take the case of a reward to any inventor,—take that to Major Palliser for example, for his chilled shot, have you any recollection how that was dealt with; he received a sum annually, did he not?—He received a reward, but I cannot say that I can recall the details of it.

5375. From a financial point of view, do you not think it desirable that a charge should be made in the Estimates, that some note should be appended to any provision for annual payment if any lump sum has been paid in connection with the same matter?—Of course there would be no difficulty in showing the details of any such payments as are contemplated out of this item in future, if it is thought desirable. And such information has from time to time been given.

5376. Did you say that this 1,000 *l.* is included in the Estimates which were presented to the Treasury considerably before the 27th February; I did not catch the date?—I have said that I cannot say the date when the Estimate went to the Treasury.

5377. You will not charge your memory with stating whether the 25,000 *l.* was inserted on the Estimates as originally drawn up or not; but at all events you say, I think that the Treasury was aware of the whole thing?—Yes.

5378. Then from whom did the suggestion, not to include the sum in the Estimates but to pay it out of savings, emanate?—I really cannot say; it was done by some private communication; some private discussion took place; I cannot say distinctly whether it was a suggestion by the Treasury that it should be paid, or whether it was a suggestion which came to the War Office.

5379. In what way is the discussion concerning the payment of any extraordinary sum out of savings generally conducted, by private discussion or by formal documents?—No such course can be adopted without correspondence between the two departments; there must be correspondence in order to obtain the power to adopt that course.

5380. You mentioned that the savings in the Army and Navy Estimates were treated in Supplementary Estimates differently from those of the Civil Service; why is that?—Under the Appropriation Act the savings on Votes in the Army and Navy Estimates can be appropriated to meet deficiencies upon other Estimates; that is not the case with other Civil Service Estimates.

5381. *Chairman.*] What Act is that to which you refer?—The Appropriation Act.

5382. Of last year?—Of every year.

5383. It always states that?—Yes.

5384. In form?—Yes; and those savings and deficiencies I may say, are submitted in a special resolution to the House of Commons to confirm the accounts annually.

5385. When?—Annually.

5386. After they have been dealt with?—Yes, they are presented in a complete statement of deficiencies and savings, and a resolution of the House of Commons is passed sanctioning that appropriation, because the power of the Treasury is only a temporary power.

5387. *Dr. Cameron.*] From your point of view is there any objection, and if so, what would be the nature of that objection, to treating the matter of
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drawing up supplementary estimates for the Army and Navy in the same way and on the same plan as is done in the case of the Civil Service Supplementary Estimates?—It has been thought right, and the wisdom of Parliament has sanctioned it, to make the appropriations of savings in a different method.

5388. I am not questioning that; but what I want to know is whether, from the financial point of view, you would consider the adoption of the same principle for the Army and Navy Supplementary Estimates as is adopted in connection with the Civil Service Estimates an improvement, if it is feasible; and, if not, why not?—I think it is not advisable that Supplementary Estimates for the Army should be presented so long as the Secretary of State has funds available to meet any such expenditure.

5389. In what way does this case differ from cases which are provided for in the Civil Service Estimates by a Supplementary Estimate?—Supposing that the Education Department wanted to spend more money than there is voted, they have no power and the Treasury have no power to allow them to spend any savings that may arise in the Prisons Department for instance. On the other hand, the Army Votes are of a different character; they are much more inter-dependent. The Provision Vote and the Pay Vote are naturally very much combined together; and the Clothing Vote in the same way, one depends entirely upon the other; and it has been thought right under these circumstances that they should be treated more as a whole, and that there should exist this power to appropriate savings that may arise upon the Provision Vote to meet the excess on the Clothing Vote or the Pay Vote, and *vice versa*.

5390. I was not asking that; I was asking your opinion as to the desirability of a change, and I understand you to say that you do not think any change desirable?—I do not think it is.

5391. You referred to the payment to Major Watkin as being necessary in order to enable you to set about the expenditure for the equipment of the valuable invention which he had developed. What expenditure has there been on the equipment of that invention?—That I cannot say.

5392. Was any provision made in the Estimates for that expenditure?—Certainly.

5393. Where do we find that?—It is in the Store Vote.

5394. Could you refer to it?—It would be under the miscellaneous stores, provided for in Vote 12, and some small expenditure under Vote 13.

5395. I want to know whether the 25,000 £. constitutes the whole amount which is not provided for in the Estimates, or whether a much larger sum which you have referred to for the equipment of this valuable invention has been provided for in the Estimates?—In the current year's Estimates something has been provided for that under Vote 12.

5396. Is that in such a form that Parliament will understand what it is for?—No, it is not brought out definitely as an item.

5397. And there is no information given regarding it in any of the appendices?—No.

5398. Mr. Stanhope.] In the memorandum written by myself, and prefixed to the Estimates, you will find at page 16 that the position finding stations is included as one of the items that will have to be dealt with at the military ports, which of course means that the station is provided with the system recommended by Major Watkin?—Yes.

5399. Chairman.] That is on the loan, not on the Estimates?—Yes.

5400. Dr. Cameron.] You cannot give me any information as to the amount estimated for that purpose?—No, I have not the details.

5401. Mr. Stanhope.] On this memorandum there is 50,000 £. put upon the loan, and there will be 15,000 £. more, which will be found in the Estimates?—Yes; in Vote 12.

5402. Dr. Cameron.] Can you furnish the Committee with any details as to the proprietary rights which the War Office have acquired by this payment to Major Watkin?—We have acquired all rights with regard to this particular invention,

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invention, and something further even, viz. : the development of this particular invention also.

5403. I do not dispute the equitable nature of the payment, I am not raising that point at all; but have you acquired any strictly legal rights which the Crown does not possess against all new inventors?—That is a very large and difficult question.

5404. I merely ask it as bearing on the point of the payment being made a few days earlier than the time required to bring it before the House of Commons. You have not been able to go into that?—No.

5405. Captain Cotton.] You have undertaken I think to put in a return of the number of precedents of rewards and money for buildings which have been taken out of savings without the schemes having been previously submitted to Parliament?—I have no doubt that the number of cases could be looked up.

5406. Chairman.] You would not contend, would you, that money for buildings had been taken, the expenditure of which would not come before Parliament until 18 months after that expenditure had been made?—A new work might be entered upon without the scheme being submitted to Parliament.

5407. That would differ very much from this case. This is a case of a sum of money having been paid that could not possibly come officially under the notice of Parliament until the middle of the next year?—Yes.

5408. That is what we want precedent for?—There are cases of rewards of a minor character; I do not say as large as in this case; but 2,000 *l.* or 3,000 *l.* certainly have been paid without having been submitted in detail to Parliament.

5409. And you could furnish the Committee at their next meeting with a few instances of that nature?—Yes.

5410. Captain Cotton.] But I understood you to say in answer to the Right Honourable Member for Wolverhampton that there were also sums expended on buildings without any knowledge of Parliament at all?—Yes.

5411. I want to have those as well. You said that they were taken out of savings for certain buildings, the plans of which had not been previously laid before Parliament?—Certainly.

5412. Mr. Stanhope.] Is it not the case that in the course of a year certain exceedingly urgent circumstances with regard to buildings are sure to arise?—Yes.

5413. And if those had to be delayed until a formal vote was laid before Parliament, the greatest possible injury to the public service might result?—Yes.

5414. It is the fact, is it not, that when a work of that sort has been begun, if it were necessary to provide money during that financial year, and if the War Office had no surplus in any other direction, they would have to submit a Supplementary Estimate?—Certainly.

5415. But in any case, in the next year, the remaining sum required would be submitted in the Estimate?—Yes; the remaining sum would be submitted, but the work would have been entered upon without having been previously submitted.

5416. Chairman.] I suppose the section in the Appropriation Act to which you allude is Section 4; I will read it to you: "If a necessity arise for incurring expenditure not provided for in the sums appropriated to Naval and Military Services by this Act, and which it may be detrimental to the public service to postpone until provision can be made for it by Parliament in the usual course, each of the departments entrusted with the control over the said services, shall forthwith make application in writing to the Commissioners of Her Majesty's Treasury;" and so on?—Yes.

5417. But I do not understand that you have stated in your evidence, or that you are prepared to argue that it would have been detrimental to the public service to postpone this particular payment until provision could be made for it by Parliament in the usual course, because provision might have been made for it by Parliament in the usual course, without any postponement of payment taking place?—That was quite possible; but it was held that the delay was not

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only possible but probable if it were included in the Estimates for the succeeding year; and it was in order to avoid any such delay that it was deemed advisable to make the payment at once.

5418. I suppose that it would be your opinion, as Accountant-General of the Army, that a very rigid construction of that Section should, as a rule, be followed?—Certainly.

SIR REGINALD EARLE WELBY, K.C.B., called in; and Examined.

5419. *Chairman.*] ARE you acquainted with a special matter which this Committee have been going into, viz.: this payment of 25,000 *l.* to Major Watkin?—Yes, it came before the Treasury at the beginning of this year.

5420. And of course, as Secretary to the Treasury, you are financially responsible for having given Treasury sanction to that expenditure?—Yes, the heads of the Treasury are responsible.

5421. It has been stated to us in evidence that this payment was made towards the close of the financial year; within the last days of it?—It was sanctioned in the middle of March.

5422. What does that mean when you say the middle of March; it is rather important that we should get the exact dates?—The date of the Treasury letter giving sanction for the payment was the 15th of March.

5423. And when do you suppose the money was paid?—The money would clearly be paid before the 31st of March, so as to come into the financial year.

5424. You do not know the exact day?—No, but clearly it was before the 31st of March, because sanction was given in order that it might come into the financial year.

5425. You say the date of the Treasury letter which sanctioned it was on the 15th of March?—Yes.

5426. That was the day I think when the Army Estimates came before the House of Commons?—I do not know that myself.

5427. What reasons led you to advise the Treasury to pay the money in the way in which it was paid, rather than to place the Vote for this money upon the Estimate for the present year?—The sanction of the Treasury was given at the request of the War Office, upon the representation of the War Office that it was an urgent service.

5428. Were you content with that representation or did you inquire what made the service urgent?—We were content with the representation as made by the War Office. The noble Lord no doubt knows the Parliamentary power under which the Treasury give their sanction.

5429. Section 4 of the Appropriation Act, we have gone into that. Are you always content with the mere representation of the War Office that such a service is urgent before giving your sanction?—I think that would depend very much upon circumstances; that is to say, I should not like to say that on every occasion we should take the representation of the Secretary of State without further inquiry; but the Secretary of State is in a position to know, in such a case as this, whether it is desirable to make such a payment at once; and in such a case as that I think the Treasury would always attach weight to the representation of the Secretary of State.

5430. But I suppose it would be the duty of the Treasury to inquire whether the payment could not conveniently be made in the usual form?—Yes.

5431. Did you make that inquiry?—No, because we took this representation of the War Office which we thought was sufficient.

5432. But the representation of the War Office did not cover that point at all. As I understand all that the War Office represented to you was that the payment was urgent?—Yes.

5433. Did you inquire whether then that should be taken in connection with the money voted by Parliament, or in the usual way?—We accepted the statement that it should be made in the way which the War Office represented.

5434. Who is to be the final judge, and with whom does the final responsibility rest; do you accept responsibility?—Yes.

5435. And

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[Continued.]

5435. And yet you have not inquired whether the payment should not be made in the usual way?—No, we accepted this statement.

5436. Are you aware of the effect of the payment having been made in this way; do you know what the effect was?—First of all the payment would be made within the financial year.

5437. But it had subsequent effects; are you aware what they were?—Perhaps the noble Lord will tell me them.

5438. Are you aware that the effect was this: that if it had not been for a question which was put by the honourable Member for Glasgow, this Committee, in all probability, and Parliament certainly would have no knowledge whatever of this payment to this individual, until the middle of next year?—I do not admit that.

5439. Perhaps you will kindly inform the Committee how Parliament could have known from documents placed before Parliament, or from any other document, that 25,000 *l.* had been paid to Major Watkin?—A Minute was laid before Parliament on the 27th of March, which, perhaps the noble Lord will allow me to read.

5440. If you please; what is it?—It is the Treasury Minute, dated the 15th of March 1888. “My Lords have before them a letter from the War Department, dated the 12th inst., representing the importance of the immediate payment to Major Watkin, R.A., of the reward of 25,000 *l.* which it has been agreed to pay to him (in addition to an appointment for ten years at 1,000 *l.* per annum (besides military pay), in accordance with the recommendation of the Ordnance Council, in respect of the adoption and use of his Artillery Position Finder, and ancillary inventions for the Public Service. The chief reasons for immediate payment are that it will greatly facilitate the settlement and assignment of Major Watkin’s Patents to the Secretary of State for War, and the introduction and installation of the Position Finder in some of the principal forts at home and abroad; and will enable him to take up his new appointment and special duties from the 1st proximo. It is further represented that, although no special provision has yet been made by Parliament for this payment, and the making it this year will cause an excess on Army Vote 15 for Miscellaneous Effective Services, such excess can be met by an equivalent saving on Army Vote 12 for Warlike Stores. My Lords agree with the Secretary of State for War as to the expediency of immediate payment, under the above-mentioned circumstances; and by virtue of the powers given them by the 4th Section of the Appropriation Act, 1887, they authorise immediate payment of the reward of 25,000 *l.* to Major Watkin accordingly, and the charge of the same to Army Vote 15 for Miscellaneous Effective Services, 1887–88, on condition that the consequent excess on that Vote is temporarily defrayed out of a saving to be effected on Army Vote 12 for Warlike Stores for the same year. Let a copy of this Minute be laid on the Table of the House of Commons in accordance with the Resolution of the House dated 4th March 1879.” That Minute is endorsed: “This Paper was presented to the House of Commons on the 27th March 1888.”

5441. Is that Minute presented in pursuance of any Act of Parliament?—In pursuance of the Resolution of the House of Commons, which we call Mr. Monk’s Resolution. It is dated the 4th of March 1879, and is as follows: “*Resolved*, That it is desirable that a statement of every case in which the Naval and Military Departments have obtained the sanction of the Commissioners of Her Majesty’s Treasury to the application of an actual or anticipated surplus on one Vote to meet a deficiency on another Vote within the financial year, setting forth the representation made to them by the respective department, be laid upon the Table of the House within three weeks after such sanction shall have been given, if Parliament be then sitting; or, if Parliament be not then sitting, within three weeks after the next meeting of Parliament” (*handing in the same*).

5442. This Minute states the case, and was laid before the House, you say, on the 27th of March?—I have not verified the fact by the Votes; but if you look at the bottom you will see it endorsed.

5443. Who is that signed by?—By the Parliamentary Clerk to the Treasury.

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5444. It

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[*Continued.*]

5444. It is quite obvious that that disposes satisfactorily of the supposition which I certainly, and I think other members of the Committee held, that Parliament could not have known of this payment; but it hardly disposes of the other question whether this particular payment ought to have been legitimately allowed by the Treasury, if Section 4 of the Appropriation Account had been at all rigidly construed?—I think that is a perfectly fair subject for a difference of opinion. The discretion of the Treasury is not limited; and, of course, in the exercise of that discretion they must judge for themselves.

5445. We have had it stated to us by Mr. Knox that this payment might have been put on the Estimates for the present year, and Major Watkin might have been paid quite as soon as he was paid, if it had been placed on the Estimates of the year?—It might have been put on the Estimates for the current year.

5446. Without causing any delay to Major Watkin in the payment; what do you say to that?—I should not have thought that, and I do not think the Treasury would have thought it, with the War Office letter before them.

5447. But the Treasury have to judge for themselves; they do not take all the assertions of the War Office for gospel do they?—No; but if the Secretary of State represents a thing to the Treasury as urgent, I think we are entitled to believe that it is urgent, and that the payment is wanted to be made quickly.

5448. Any statement which the Secretary of State makes with regard to urgency you accept as conclusive?—Provided we think it within our power to accept it; then that comes within our discretion. If we see any ground for suspecting anything, it is our duty of course to make inquiry; but if we do not, then, in the exercise of their discretion, the Chancellor of the Exchequer and the Secretary to the Treasury must form a judgment, and if they see no reason to suspect the good faith of the War Office you can understand the Treasury giving assent without raising further question.

5449. A similar course might, I suppose, have been perfectly well pursued in 1887, in the case of the Brennan Torpedo; you might have paid for that in the same manner, out of the savings?—Yes. The noble Lord is aware that that was a bigger amount.

5450. But you would not attach any importance to the amount of the sum when the financial principle is involved; you would not say that the principle may be violated where the sum is large, and that it must be rigidly adhered to where the sum is small?—No; but I think it would enter into consideration. For instance a small sum we might pass; whereas a larger one ought to be brought to the knowledge of Parliament.

5451. Would you not have thought that a payment like this to an individual which is after all a large sum, and a payment extending over ten years, ought to be brought to the knowledge of Parliament?—The 1,000 *l.* a year would, I take it, be brought to the knowledge of Parliament.

5452. But you are aware that the Estimates were framed before this 1,000 *l.* a year was agreed upon?—Yes.

5453. And General Alderson has told us, although I must say that in this matter he seems to be to some extent at issue with Mr. Knox, that there was no precise provision in the Estimates of this year for this payment of 1,000 *l.* a year to Major Watkin. General Alderson gave a remarkable answer which I should like to bring to your notice. He was asked how the 1,000 *l.* a year would be paid this year. The question was: "That will not be out of the savings?" and his reply was: "We shall have to get it out of the Vote somehow." Are you aware that there is nothing in the Estimates whatever to show that it has been agreed with the Treasury and the War Office to pay Major Watkin 1,000 *l.* a year for ten years?—I am not surprised at that, because the sanction of the Treasury was not then given, and I should not be surprised to hear that the War Office Estimates were in print, and practically presented before sanction was given under which provision would be made in the Estimate.

5454. I suppose you know that your business is to abide strictly by the Act of Parliament?—Yes.

5455. You have no power to depart from the Appropriation Act?—Oh, dear no.

5456. These

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5456. These are the words of Section 4 of the Appropriation Act: "If a necessity arise for incurring expenditure not provided for in sums appropriated to naval and military services by this Act, and which it may be detrimental to the public service to postpone until provision can be made for it by Parliament in the usual course, each of the Departments entrusted with the control over the said services shall forthwith make application in writing to the Commissioners of Her Majesty's Treasury," and so on; you will not contend, will you, that it would have been detrimental to the public service to postpone this payment till provision was made for it by Parliament in the usual course, because provision might have been made for it by Parliament without the slightest inconvenience taking place?—That is to say, that after the beginning of the financial year the noble Lord would say that the sum might have been paid out of the new Estimate early in the new financial year.

5457. I only want your answer?—The sum would have been payable early in the financial year.

5458. Say on the 1st of April?—Yes.

5459. Is it the case that no payments are made for services of the present year before the 1st of April out of the Vote for the present year?—Not for the present year.

5460. The first Vote for the Army was taken on the 16th of March?—Yes.

5461. No payment could have been made out of that Vote before the 31st of March?—Before the 1st of April.

5462. On the 1st of April any payment for any Army object might have been made?—Yes, but I will put this limitation; it is a general understanding that a large new service is not undertaken until a Vote has been taken upon it. I do not bring that forward with regard to this particular point, but I only bring it forward as a qualification to the general answer which I gave in reply to the noble Lord.

5463. Do you think that if you had known that Major Watkin could have received his 25,000 *l.* on the 1st of April you would have sanctioned this particular method of payment which was adopted?—I think that we were justified by the terms of the War Office letter in acceding to their wishes; though I could not say that, it would have been an impracticable matter to have put it off to the new year. The Treasury in their letter say, "It will greatly facilitate the settlement and assignment of his patents, as well as the progress of important matters connected with the introduction and installation of the invention in some of the principal forts at home and abroad, if the reward of 25,000 *l.* could be paid forthwith."

5464. That was evidently the difference between the last week in March and the first week in April?—They could pay it as soon as they got this letter.

5465. The letter is dated the 15th of March?—Yes.

5466. It was received on the 16th?—Yes.

5467. And they could have drawn the cheque on the 17th?—I am only stating the date. We are within a few days of each other, at all events.

5468. No practical man would argue that the slightest inconvenience could arise from Major Watkin having his payment deferred from the 17th of March to the 1st of April?—I do not suppose that it made a very great difference.

5469. That would be rather a difficult argument to state?—Yes.

5470. And it is not one which the Treasury would pay much attention to, if it was brought before them?—I suppose that, having regard to the small number of days which intervened, it would be difficult to argue that a very great evil would happen by a postponement to that date. However, the fact is, that the Treasury did consider that acting within the Act of Parliament they were justified by the reasons given them.

5471. You would not contend, would you, from a Treasury point of view, that the mere laying before Parliament of a Minute such as you have read would be as good a security against the improper expenditure of money as the laying before Parliament of Estimates?—No; perhaps the noble Lord will allow me to point out that, as a rule, this particular sub-head on Vote 15 is stated in general terms; Parliament has not been in the habit of requiring it to be stated to whom and for what particular inventions the sum was asked. The con-

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sequence is that, Parliament not having required that information, a round sum has been given, which it has been left to the Executive Government to distribute as they consider fit.

5472. What round sum are you referring to?—If you look at the sub-head in Vote 15 you will see that there is usually a round sum, which is very variable from year to year, for rewards to inventors.

5473. I imagine that with regard to what you call a round sum every item could be supplied by the War Office, and was supplied to the Treasury when the Estimates were put in?—I think not.

5474. General Alderson has given us the details of that to within 3,000 *l.*?—He might at the time; but I am only using that argument to this point: that Parliament has been content with what I call a round sum, and so far as I know has not asked for the details of it; I understand that it has entrusted the expenditure practically to the Executive Government.

5475. Do you, with your long experience recollect any precedent for paying a large sum of money to an individual in this particular manner?—Yes, I think there have been several. There was a large payment made to, as he was then, Major Palliser; I do not remember whether it was made all at one time, but I think he received over 20,000 *l.*

5476. And that did not come upon the Estimates of the year?—I should not like to say that.

5477. That is the important point. With the exception of your Minute, which you have brought before the Committee for the first time (and which is a remarkable document, I admit), Parliament would have had no knowledge whatever from the Estimates of this large payment having been made?—Except that the Comptroller and Auditor General in dealing with the Appropriation Account of 1887-88 next year would have dealt with it.

5478. Oh, yes, next year; but we may all be dead next year. You say that the Comptroller and Auditor General would have stated it next year?—I was saying that in answer to the noble Lord, who suggested that Parliament would never know it.

5479. You misunderstood me. What I meant was, that Parliament would not know of it this year. You also admit, do you not, that it is the duty of the Treasury to construe Section 4 of the Appropriation Act rigidly?—Yes.

5480. And you are not prepared to contend that it was construed rigidly in this case?—Of course that depends upon what the definition of a rigid construction is.

5481. You are not prepared to contend that it would have been “detrimental to the public service to postpone it until provision could be made for it by Parliament in the usual course,” because it has been proved that provision could have been made by Parliament in the usual course for paying Major Watkin without postponing the payment?—Yes, within a short time, I admit that.

5482. And there would be very great danger, would there not, under certain circumstances which might arise, of misappropriation of money arising out of savings in similar latitude were given to every representation of the War Office?—I hardly follow the noble Lord as to there being danger of misappropriation.

5483. As an improper expenditure?—That is to say, an expenditure which Parliament might condemn afterwards.

5484. Take the case of the Brennan torpedo; you could have paid for the Brennan torpedo in the same manner?—Yes.

5485. But you are aware that the value of the Brennan torpedo is highly disputed; that has reached you?—Yes.

5486. And also that the sum of money given for the Brennan torpedo was considered by many to be very excessive?—Yes, I have heard it is a matter of opinion.

5487. And it might turn out to be true?—Yes.

5488. But the Brennan torpedo expenditure was sanctioned by Parliament in a Supplementary Estimate?—Yes, a Vote was taken.

5489. Therefore Parliament would be responsible if the Brennan torpedo turned out wrong?—Yes.

5490. But supposing that the invention of Major Watkin turned out useless; then the money was expended without the authority of Parliament at all?—

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There I would rest on the fact, that so far as the Estimates go, and so far as this one Vote goes, Parliament has been in the habit of assenting to a sum without details. I gather from that that Parliament has been content to entrust the Executive with the expenditure of that sum, leaving it to them to judge whether the inventor deserved the sum or not.

5491. Do you think that that is a correct way of doing things; here is a payment put down for an invention this year; that payment can be questioned in Committee of Supply?—Yes.

5492. And any answer which the Secretary of State gives with respect to that payment must bind the Secretary of State?—Yes.

5493. Supposing that any Member of the House in Committee of Supply asked the Secretary of State to explain this sum of 25,000 *l.*, item by item; would he take refuge in the opinion that you have expressed, and say, "I cannot give any explanation because Parliament places a round sum at my disposal?—Certainly not, and, no doubt, if an honourable Member asked for a return as to how the money was meant to be expended it would be forthcoming.

5494. Then there would be a discussion?—Yes. I only used that argument to this point; that as the Estimates are placed before Parliament, and the details are not given.

5495. The details do not happen to be given for any particular reasons that we can ascertain; but they can be supplied. In no sense is this grant analogous to the grant of 1877?—No.

5496. Parliament has the right to be told of every penny that is disposed of out of that grant?—Yes.

5497. Therefore you cannot defend this expenditure of 25,000 *l.* on an individual on the ground that Parliament places a round sum at the disposal of the Secretary of State?—No. I only use the argument to the point that Parliament does not as a matter of course ask for these details. It is quite open to the House, of course, to ask for them.

5498. Mr. Childers.] I do not quite understand yet the precise proceeding, and perhaps you will explain it a little further. Supposing that this sum for the Watkin range finder had been placed upon the Estimates for the current year, what is the understanding between the Treasury and the War Office as to the date when the payment could be made; could it be made immediately after the commencement of the year, there being a sufficient Vote taken for War Office purposes generally, or would it have to be postponed until Vote 15 had been taken; remember I ask the question on the assumption that provision was made for it in the Estimates of the year?—I should say that the money could be spent at the beginning of the year. The right honourable gentleman will remember that it is sufficient to have "Vote 1" taken in order to carry on the Army Service. I do not know any Parliamentary limitation upon the Services within the Army Estimates which cannot be met. I mentioned, in answer to the noble Lord, that there is an understanding, I do not know that I can call it a rule, that any considerable new work which is in the Estimate is not undertaken until the House has voted upon it; I speak from recollection and I am open to correction upon it; but that is the only limitation of which I am aware, and the only limitation that I am able to put upon the power of the War Office.

5499. Mr. Stanhope.] Is it not the case that all the new works under Vote 13 are taken subject to that rule?—It is an understanding.

5500. Subject to that understanding, I mean?—Yes, I believe so.

5501. Mr. Childers.] My question related not to Vote 13 but to Vote 15. If a new service was provided for under Vote 15, is it the understanding between the Treasury and the War Office that that new service could be paid for as soon as Vote 1 was got, or whatever Vote is first taken, out of the general amount placed at the disposal of the Secretary of State for War for his purposes; or is it the understanding that such a new service should only be paid for when the actual Vote itself had been taken?—Take this Vote of Rewards to Inventors.

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[Continued.]

Within the limit of Vote 15 I take it that the War Office would be able to make payment on the 1st of April.

5502. Although the new service might be as large as the sum of 25,000 £.? —That is why I mentioned the fact of the sum being given in round figures. If this sum had been put into the Estimate it would not have been put in as a payment to Major Watkin; it would have been put in as a round sum; and I do not know where a prohibition upon the issue of that sum exists.

5503. It would not have been treated as the Brennan Torpedo Vote was treated when a special Vote was put in for it, but it would have been treated as part of the round sum?—Of course I am not able to answer beforehand as to what the Secretary of State might have done. There is no particular reason that I know of why it should not be treated as part of the round sum.

5504. I am only asking what the understanding between the Treasury and the War Office is?—I do not know that there is a rule binding them. The Secretary of State and the Treasury might have agreed to make it subject of a separate statement; if they did not, but chose to put it in in the ordinary course, I do not know that there was anything to prevent them doing that.

5505. If the sum for rewards to inventors was voted as a round sum, although it contained so large an item not in the Estimates, but in the construction of the Estimates by the War Office, as a payment of 25,000 £., you would not think that there would be anything irregular in paying that on or soon after the 1st of April?—I do not know of any prohibition of our doing so.

5506. I will press that a little further. There is an understanding between the Treasury and the War Office, is there not, as to new works appearing in Vote 13, to the effect that no new works should be taken in hand until after Vote 13 had been passed by Parliament?—That I believe to be the case.

5507. *Chairman.*] Is it so or is it not?—I believe I am correct in saying that it is so.

5508. What does that understanding rest on; what document, or record, or anything?—I should not be able to lay my hand on any document at present; I should have to look it up.

5509. Supposing that the War Office did choose to go and spend a considerable sum of money under Vote 13 out of the money placed at their disposal by the first Vote; what remedy would the Treasury have if they disapproved of that expenditure?—We should not know it unless they came to us.

5510. Then what becomes of the understanding?—I am asked the question whether there is any limitation, and in answer to that I give what the Treasury, in case the War Office came to them, would say, in accordance with what I believe to be the official understanding; but without reference to papers I could not say whether that understanding is put down as a rule. The answer that the Treasury would make is, "You ought to wait until Vote 13 has been before the House of Commons."

5511. *Mr. Childers.*] What I want to have clearly from you, and I think the Committee will be glad to be perfectly informed of it, is this: both with respect to War Office expenditure and with respect to naval expenditure, is it not the rule that new works shall not be taken in hand when they appear for the first time in the Estimates, whether for the Army or Navy, until the Vote has been passed; is not that the understanding between the Treasury and the War Office?—I say it is an understanding.

5512. And, so far as you are aware, has not that been the understanding for a great many years past?—I should say so.

5513. And probably the Accountants General both of the Army and Navy would say that in their Departments that understanding is as a rule acted upon?—That I am not in a position to answer.

5514. At any rate it is the understanding on the part of the Treasury. But there is no understanding, if I understand you aright, upon such a Vote as this?—No, I should say not. Perhaps I should make myself more intelligible if I put it in this way: I think that the Treasury would not raise a question on that payment if the Estimate was taken in what I call a round sum. Supposing, however, that you divided that sub-head, and that the payment to Major Watkin was stated separately, thereby calling the attention of Parliament specially to the

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[Continued.]

the fact, then I think the view of the Treasury would be that the money should not have been spent until such time as Parliament had an opportunity of expressing an opinion upon it.

5515. Let us follow out that question clearly. Whether on Vote 13 or Vote 15, or any other Vote, if an express new service appeared upon the Estimate, then you say that that express new service ought not to be paid for until the Vote had passed?—That would be my view.

5516. Whether it was works under Vote 12 or the cost of some invention under Vote 13, or any other service which might be specially provided for?—That would be my view.

5517. But if the Estimates did not disclose the existence of new services and were only shown in round sums, then your view is that a new service should be paid for although the Vote had not actually been passed?—That is my view.

5518. I am not asking whether it is right or a wrong principle, but I want to get from you what is the understanding in force at the Treasury?—Just so.

5519. Mr. *Brodrick*.] But in point of fact, in the case of a very urgent service, does it not often happen that the War Office apply to the Treasury, before Vote 13 is taken, for leave to go ahead in that service, and that that permission is given?—Yes, that would be the case; but then the War Office would have to plead urgency.

5520. Therefore, in point of fact, you have control over the War Office, in that the War Office do approach you on these questions when they require to get ahead before taking the Vote from Parliament?—I agree with the honourable Member on that point. I should like in all these cases to say that I do not feel able to answer positively without referring to precedents; but I think the honourable Member is correct.

5521. Then I should like to refer to the Chairman's examination of you on this point, namely, that the control of Parliament, as Major Watkin has been paid, is confined originally to that Minute and Notice to Parliament?—Yes.

5522. But you contend that we might have paid Major Watkin on the 1st of April out of the new Vote if it had been in the Estimates for this year; you have just told the right honourable Member for South Edinburgh that it might have been done?—Yes; you will remember the limitation that I made, that if it was not subject of a separate statement I know of no limitation upon us.

5523. If we paid it on the 1st of April in that way, what control would Parliament have over our action which it has not had under the present circumstances?—It would have had no control whatever, because that Minute would not have been presented.

5524. Parliament would not have had the Minute; it would have had less knowledge than usual?—Yes.

5525. Major Watkin would have received the money in April, and in some subsequent month Parliament would have discussed it?—Yes.

5526. And if they reduced the money we could not have got it back from Major Watkin?—The money would have been already paid out to him.

5527. Therefore, in point of fact, the control over the money under this system, and the knowledge of Parliament, was more complete than it would have been under the other course?—It is so.

5528. *Chairman*.] In order to elucidate that matter let me ask you this question: If the Estimate had been put on the Vote the amount provided for, 22,000 *l.*, would have gone up to 47,000 *l.*, would it not?—Yes.

5529. And 47,000 *l.* would have contrasted very remarkably with the 24,000 *l.* in the year before?—Yes.

5530. Do you not think that a Member of Parliament looking over the Estimates would have been struck with that disparity, and would ask a question of the Secretary of State before the Estimates came in?—He might have done so.

5531. And it would have been more valuable for Members of Parliament to have an opportunity of noticing that great disparity, and asking questions about it, than to have a Minute laid before Parliament on the 27th of April, which at the

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[Continued.]

present date, the 19th of June, is not yet printed or circulated; do you admit that?—Of course if the question had been asked, but I think very often it would happen that the question would not be asked.

5532. But any student of the Estimates would notice that important disparity, and would naturally ask a question about it?—Very likely, but, at all events, there would be no security for that till a discussion on the Estimates took place.

5533. Mr. *Brodrick*.] But in that case the money would have been paid before the question was asked?—Yes, according to the noble Lord's assumption, because the assumption is that the money is paid on the 1st of April.

5534. And in that case, if such question had been asked, and had led to delay, it would have led to exactly that state of affairs which the War Office desired to prevent, and which made the Treasury give their consent?—According to the view of the Secretary of State, the delay would have been detrimental.

5535. Mr. *Jennings*.] Does the section in the Appropriation Act which has been quoted authorise you to grant an annual sum of money to any person?—No; it only allows us to apply temporarily a surplus arising upon one Vote to meet the deficiency in another, in order to enable an urgent service to be carried out, and of course that urgent service would only be for a sum that would come in course of payment before the end of the year.

5536. Then the annual sum which Major Watkin is to have does not come into that amount which has been paid by the War Office to him?—No, I suppose not. It would be paid from a different Vote.

5537. It is included under this 22,000 *l.* in Sub-head C.?—I think that the 1,000 *l.* a year would be found under the head of Salaries. Major Watkin was to have a salaried place, I think, with 1,000 *l.* a year.

5538. Is that in the Estimates anywhere; you would not know perhaps whether it was or not?—These Estimates were prepared before that 1,000 *l.* was sanctioned, therefore the 1,000 *l.* a year could not appear in the current Estimates.

5539. Mr. *H. H. Fowler*.] That is exactly the point at which you are in conflict with Mr. Knox; Mr. Knox says that it is included in the Estimates, and was sent to the Treasury; that is what we want to have a very clear light thrown upon?—Of course I can only speak of what I know.

5540. Mr. *Jennings*.] Has Major Watkin got any portion of that 1,000 *l.* a year yet?—You must ask the Accountant General of the Army about that.

5541. I understand that your responsibility ceased when you laid that Minute before Parliament; but still, Parliament may be in ignorance of the whole transaction?—I should not say that the responsibility of the Treasury ceased.

5542. For the payment?—For their decision in the matter.

5543. As to the legality of the payment, I mean?—Yes, I do not think that the payment is illegal.

5544. You were justified in paying the money after you had laid the Minute on the Table of the House?—We were justified in paying it before.

5545. Then information would be given to Parliament in that Minute?—Yes, in accordance with Mr. Monk's resolution.

5546. Notwithstanding that, Parliament might have remained in ignorance of the whole transaction?—That is to say, the money might have been paid before the Minute was communicated to Parliament.

5547. And the Minute would not have been known to Members of the House unless it had been printed?—That is, of course, the responsibility of the House of Commons.

5548. I am not throwing it upon you. I understood you a little while ago to say that your responsibility ceased when you placed it before Parliament?—Yes, as far as our official acts were concerned.

5549. Mr.

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[Continued.]

5549. Mr. *H. H. Fowler.*] I want to know what construction you put upon the word "temporarily" in the fourth section of the Appropriation Act. The authority, I take it, under which you have sanctioned this expenditure is the fourth section of the Appropriation Act, which says "that the Department shall forthwith make application in writing to the Commissioners of Her Majesty's Treasury for their authority to defray temporarily such expenditure out of any surpluses." Then it goes on: "the expenditure unprovided for as aforesaid to be temporarily defrayed out of any surpluses." And then it goes on to say "that the Minutes shall be laid before Parliament in order that such proceedings may be submitted for the sanction of Parliament." I want to ask you what construction you place upon the word "temporarily," and upon the words "sanction of Parliament"?—The sanction is only temporary, because it awaits the sanction of Parliament which is given by Resolution at the close of the Session in time for it to be put into the Appropriation Act.

5550. You are misunderstanding me, as I understand the position appears to be this: an emergency has arisen in the War Office for the expenditure of 25,000 *l.*; the War Office has a surplus unexpended of 25,000 *l.*; they ask the Treasury to temporarily sanction the expenditure out of that 25,000 *l.*, with the intention, as expressed in this Statute, that that expenditure shall be submitted for the sanction of Parliament?—So it is.

5551. Tell me how?—At the end of the Session, as I just now mentioned.

5552. No; at the end of the Session the Appropriation Act is submitted; this 25,000 *l.* will find no place in the Appropriation Act?—Yes, it will.

5553. Where?—In the section that sanctions the appropriation of excesses. The Right honourable Gentleman is aware that at the end of the Session there are two Resolutions placed before the House, which collect in one sum all the excesses to which surpluses on other Votes have been temporarily applied with the sanction of the Treasury.

5554. *Chairman.*] It would be for the year preceding?—It is done in August, and applies to the year which expires on the previous 31st of March.

5555. Mr. *H. H. Fowler.*] But has not the judgment of Parliament previously been taken, as a rule, on every one of those excesses?—I should say not. The only knowledge that Parliament has of these transactions beforehand is, that the Treasury is bound to lay a Minute before the House giving the ground upon which it gave its sanction to the temporary application of this money.

5556. But the excesses to which you are now alluding, are all excesses which have been passed by the Committee of Public Accounts?—I am not quite certain. When I said that they alluded to a year ending the 31st of March previous, I am not quite sure that is so.

5557. *Chairman.*] It must be the 31st of March before 1886-87. The Appropriation Act of this year will sanction the excesses of the year 1886-87, and not for the year 1887-88?—No; for 1887-88.

5558. How can they sanction what the Comptroller and Auditor General has not reported upon?—I am wrong upon this point. The resolutions for the year 1886-87 would be voted in August 1888, after examination by the Committee on Public Accounts.

5559. Mr. *H. H. Fowler.*] But that is immaterial for the purposes of this question. I want to ask you, as permanent head of the Treasury, whether the intention of this section is not that the temporary emergency should be provided for, which temporary emergency should be submitted to the future sanction of Parliament?—Yes; the necessity must be proved for incurring expenditure which it is detrimental to the public service to postpone, and on the Treasury admitting that necessity they may sanction temporarily the appropriation of the surplus, subject to the subsequent sanction of the House of Commons.

5560. The intention is that Parliament should have the most absolute control over the expenditure?—Yes.

5561. Now, we understand from Mr. Knox that these Estimates were sent in to the Treasury early in February?—Yes.

5562. Do you know whether when they were sent in they included this 25,000 *l.*?—I believe not. I have no reason to think so.

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5563. Would

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[Continued.]

5563. Would you be able to ascertain that at the Treasury?—Yes. The only reason why I should answer in that way was that the question of granting this sum to Major Watkin was at that time under discussion.

5564. *Chairman.*] If it had been included in the Estimates you would not have sanctioned it before the Estimates were voted?—Quite so.

5565. *Mr. H. H. Fowler.*] If the 25,000 *l.* had been then agreed upon by the Secretary of State to be paid to Major Watkin, the Treasury would have required that that should have been submitted to Parliament before it was paid?—If before the Estimates had been sent in the Treasury sanction had been given, then I understand the right honourable gentleman to mean that it would have been included in the Estimates, and this question would not have arisen. That is so.

5566. No; I do not say that it would have been included in the Estimates. I will come to that directly when I shall have an alternative to put to you. But at present my point is this: if the Treasury had been aware in the month of February that the War Office contemplated making this payment of 25,000 *l.*, and 1,000 *l.* a year for 10 years, would not the Treasury have considered that the sanction of Parliament should be obtained to that proceeding before the Treasury sanctioned it?—In the month of February the Treasury were aware of and were then discussing with the Secretary of State as to this grant of 25,000 *l.*; therefore I should not plead that the Treasury were in ignorance then.

5567. The Treasury being aware in the month of February that this 25,000 *l.* was to be paid, and 1,000 *l.* a year for 10 years, why did not the Treasury require that it should be submitted upon the Army Supplementary Estimate, we being then within two months of the close of the financial year?—The sanction of the Treasury was given to the arrangement on the 5th of March; that is to say, to the principle of it.

5568. I am not talking of the payment?—The Treasury sanction to the arrangement was given on the 5th of March, and on the 12th of March the Secretary of State came and represented that it would be for the public advantage that the payment should be made at once.

5569. When the Treasury gave their sanction on the 5th of March, how did they expect the payment to be made?—In the ordinary way. I think I am right in saying that at that moment the Secretary of State had not said anything about urgency.

5570. When you say that the Treasury expected it to be made in the ordinary way, you mean, I presume, in the ordinary way in which it would have been submitted to the control of Parliament?—Yes.

5571. *Chairman.*] What would have been the ordinary way; at that time your Estimates had been presented to Parliament, and therefore you could not alter them?—No; but I take it that as soon as money on account of the Estimate had been voted, the sum might have been paid out of the sub-head which provides for inventors.

5572. I was trying to provide a loophole for you which you will not take. You have only taken 22,000 *l.*?—Yes.

5573. Then obviously it would not be possible for the Secretary of State to pay 25,000 *l.* out of an Estimate of 22,000 *l.*?—So far as power goes, it could. The Secretary of State could have represented that that sum required to be paid, and it would have been paid, subject to an adjustment afterwards.

5574. *Mr. H. H. Fowler.*] But supposing that this had happened on the 5th of April instead of on the 5th of March, what would have happened; supposing that on the 5th of April the Secretary of State came and said that it was absolutely necessary to pay 25,000 *l.* for some invention which had been discovered, what would have happened?—It should have been made then the subject of a Supplementary Estimate. I venture to ask the noble Lord to bear one thing in mind. He asked me what was my power; I do not say that I should have done it, but he asked: "Could you have paid 25,000 *l.* out of the 22,000 *l.*?" I say that we could.

5575. Let

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[Continued.]

5575. Let us be quite clear upon that. Assuming that the original Vote is for 22,000 *l.*, and in the month of April, May, or June, the Secretary of State discovers that it ought to be increased by 25,000 *l.*, the Treasury, if they approved of that, would at once lay a Supplementary Estimate before the House, and it would be voted in the usual way?—Probably.

5576. Have you any precedent which you could give to the contrary?—I am looking at the exact power which is given by the Section of the Act of Parliament.

5577. For the moment you are forgetting my question. I am not now dealing with this power under the Appropriation Act; that can only apply to the 31st of March of the following year; that only gives you power during the financial year?—Yes.

5578. I am putting it in the present year. We will assume to-day that the Secretary of State for War discovers some other Major Watkin with something which is worth 50,000 *l.*, and deems it absolutely necessary to pay it immediately; what would be the course of proceeding to-day if he wanted to get that money?—It would be done by Supplementary Estimate, I should think.

5579. There is no other way, is there, according to our financial system; is there any other mode than by Supplementary Estimate?—You are pressing me upon the actual power as to what can be done.

5580. I am not saying that you cannot go and take the money by force; I want to see what, according to the rules of our financial system, which you administer so ably at the Treasury, you would require to do if such a thing arose?—We should require a Supplementary Estimate; but supposing a necessity arose for making a payment to-morrow in excess of the sum provided by Parliament, I do not see anything in the Section which the Right Honourable Gentleman has read to prevent us using that temporarily until provision can be made by Parliament.

5581. Assuming that such a terrible emergency arose, and that the Chancellor of the Exchequer and the Secretary of State were willing to make that payment in that manner, do you believe that Parliament would be kept in ignorance of that for 48 hours if that was done?—I still think that we should put a Supplementary Estimate on; but in the meantime we should make the payment.

5582. Without a moment's delay you would put on a Supplementary Estimate?—Yes.

5583. The point that I want to bring home to you in this case is the keeping back of the knowledge of this thing from Parliament. I am not discussing the propriety, or otherwise, of this payment, but I want to understand what is the Treasury explanation why they did not insist that this should be brought before Parliament. I know what you say about this Minute. There were then three courses open to the Treasury when it came before you in February, namely, to put it on the Estimates for the forthcoming year, or to present a Supplementary Estimate for the year then expiring, or to avail yourselves of the power under this Section?—Yes; the Estimates were already in print, we understand, so that practically there were only two courses.

5584. But it is usual, after the Estimates are in print, to put in a Supplementary Estimate?—We should have the power to put in a Supplementary Estimate or to take the course that was taken.

5585. I am dealing with the Supplementary Estimate for last year, and not for this year?—Quite so; we were too late then, it was the 15th of March.

5586. But assuming that the War Office had all these facts before them in February, or probably the last week in January, there would have been ample time to present a Supplementary Estimate?—Yes.

5587. And there would have been ample time to pass it through Parliament by the 31st of March?—Yes.

5588. Not doing that, the next course was to have put it on the Estimates for the next year; that is the current year, that we are now in, which the Treasury would not object to?—No, if their sanction was given in time to allow it.

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5589. And

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Sir R. E. WELBY, K.C.B.

[Continued.]

5589. And then the third course would be to avail yourselves of this extraordinary power given under the Appropriation Act?—Yes.

5590. Have you within your experience any precedent of a sum of 25,000 *l.* being paid under such circumstances at the close of the financial year, and not being brought to the knowledge of Parliament forthwith?—Yes, I think probably I could find cases of sums as large as that having been paid under that power; they may not be altogether *in pari materia*.

5591. Perhaps you will let me finish my sentence. Have you known cases in which sums of money have been paid under that power and not brought to the knowledge of Parliament?—If they are paid under that power they would be brought to the knowledge of Parliament except by that Minute.

5592. Have you any precedent of a sum so large as 25,000 *l.* being paid at that period of the year, and no notice of it being brought before Parliament, except by a written Minute, which was never printed and circulated in the House?—Yes, I think so. I will try and find out.

5593. You will search before the next meeting of the Committee and see whether there has been any precedent for that?—Yes.

5594. Dr. Cameron.] You mentioned that it is not your duty to enter upon any expenditure for new works that appear on the Estimates; I am told that a sum of 15,000 *l.* appeared on the Estimates for the equipment and installation of these position-finders. Would this rule be held to prevent any expenditure or new works in connection with this installation?—I do not know whether I should be right in saying that our understanding goes as far as that. The general understanding is, that considerable new works are not undertaken until Parliament has had an opportunity of discussing them. I should have some difficulty in saying off hand whether, if the War Office brought the question before us, we should sanction the proceeding with this installation at once.

Friday, 22nd June 1888.

MEMBERS PRESENT :

Mr. Brodrick.
Dr. Cameron.
Mr. Childers.
Lord Randolph Churchill.
Captain Cotton.
Sir William Crossman.

Sir Frederick FitzWygram.
Mr. Henry H. Fowler.
Mr. A. Gathorne-Hardy.
Mr. Jennings.
Colonel Nolan.
Mr. Stanhope.

THE RIGHT HONOURABLE LORD RANDOLPH CHURCHILL
IN THE CHAIR.

On VOTE 15—*continued.*

SIR REGINALD EARLE WELBY, K.C.B., re-called; and further
Examined.

5595. *Chairman.*] You were going to put in some documents about the dates of the payment of this amount to Major Watkin?—The actual payment was referred to in a question which the noble Lord put to Mr. Knox, and perhaps he will allow Mr. Knox to put in the date of that payment; it was a War Office payment, and he has come down with it.

5596. Then there was a question with regard to any precedents bearing upon this matter?—I have here a list of Minutes presented under what we call Mr. Monk's resolution.

5597. That is to say, practically, under the statutory provision in the Appropriation Act?—Yes; but it is not required to be laid before the House of Commons in that statute; presentation is only by Mr. Monk's resolution. Probably the noble Lord will wish this Paper put in; but perhaps I may read the headings of it. There are a great number of them and I will take some of the larger ones. In 1882, 17,000 *l.* was paid.

5598. Mr. *H. H. Fowler.*] What is the date of the year?—The 7th of February 1882 was the date of laying the Minute before Parliament.

5599. I want the date of the payment?—I have not got the actual date, but I will supply it. I will draw up a return upon it. On the 7th of February 1882, 17,000 *l.* was paid for the completion of the "Inflexible" and "Mercury." On the 17th of April 1882, 74,000 *l.* for supplies of timber, armour plating, and steel plates. On the 30th of March 1883, 20,000 *l.* for provisions for victualling stores. On the 5th April 1883 86,510 *l.* for dockyard wages. On the 8th February 1884, 35,000 *l.* for dockyard wages.

5600. Is that dockyard wages for that year, or for the preceding year?—For the preceding year when it is in April.

5601. Dr. *Cameron.*] What year does that mean?—The year ending 31st March, the preceding financial year.

5602. *Chairman.*] In my opinion these are not precedents at all; they do not seem to bear on the particular matter before the Committee?—The Right honourable Gentleman asked to have some samples of cases in which transfers requiring the Parliamentary Minute had been made.

5603. Mr. *H. H. Fowler.*] Let me understand; I will take this last item and see whether I am right. Does this mean that the sum voted for dockyard wages not being sufficient to pay the dockyard wages for the then current financial year, and there being a surplus on some other Navy Vote, the Treasury sanctioned the transfer from that other Navy Vote to make up the deficit of the dockyard wages?—That is it.

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5604. Mr.

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Sir R. E. WELBY, K.C.B.

[Continued.]

5604. Mr. Childers.] And in each case, whether the date of the Minute is just before or just after the end of the financial year, it refers to the preceding financial year?—Yes.

5605. Mr. H. H. Fowler.] And to an expenditure already incurred?—Yes, I think I may say in each case it must have been already incurred.

5606. Mr. Childers.] However, you will put in the actual dates of the expenditure, and the actual dates of the approval?—I propose to put in this return with those three dates added. I have only read the short heading of the Minute; I should propose, if the Committee approved, to somewhat enlarge it.

5607. Chairman.] Would there not be some distinction between the mere ordinary exercise of Treasury power in transferring the payment from one Vote to another Vote, and this particular instance which is before the Committee of applying money which had been voted for a certain purpose to a purpose which was absolutely novel, and outside the original Estimate?—I do not find a precedent in these cases presented under Mr. Monk's resolution that would meet the noble Lord's case.

5608. Exactly; that is just my point?—Not one which I should put forward as a precedent. Of course it is a precedent, so far as relates to the Treasury exercising, under the Appropriation Act, a considerable discretion in transferring considerable sums of money from one Vote to another.

5609. That has never been questioned by the Committee; that is a practice with which we are perfectly acquainted; what we looked for from you was a precedent which would more or less on all four justify this particular grant in the manner in which it was made. Perhaps you had better finish your list?—On the 7th of April 1884, 60,250 *l.* for dockyard wages. On the same date 31,000 *l.* for metal plates and other stores. I have one more; on the 14th of April 1885, 42,000 *l.* to expedite shipbuilding.

5610. Will you please put that Paper in, corrected as the Right honourable Gentleman wishes?—I will do so.

5611. We were going to have the correspondence that had taken place between the two Departments on the subject of the grant; have you that with you?—Yes (*handing in the same*).

5612. Will you read the whole correspondence, if you please, relating to what passed between the War Office and the Treasury upon that subject?—The first letter from the War Office to the Treasury is dated the 31st of January 1888, and is as follows:—

“Financial Secretary's Department, War Office,
31 January 1888.

“Sir,

“I AM directed by Mr. Secretary Stanhope to transmit to you, for the consideration of the Lords Commissioners of Her Majesty's Treasury, copy of proceedings of the Ordnance Council with a report of experiments, which forms part of the record relating to the invention by Major Watkin, R.A., of a position finder for artillery, which has been adopted into the service, and is intended to be extensively applied in our coast defences at home and abroad.

“It will be seen that the Ordnance Council attach the highest importance to this invention, and dwell strongly upon its value, not only as enormously increasing the fighting powers of our fortifications, but also as the means of effecting considerable economies in the wear of guns, and the waste of ammunition in ineffective firing.

“Looking to the fact that several members of the Council, being military experts, were enabled to appreciate and gauge the real value of Major Watkin's invention from a military and professional point of view, Mr. Stanhope is not prepared to say that its value and meritorious nature is overstated by the Council.

“He is of opinion, moreover, that the manner in which Major Watkin has placed his invention and his services at the disposal of his own country for the sole benefit of and use in the British Empire is not only handsome but exceedingly praiseworthy behaviour on his part.

“Under

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[Continued.]

"Under all the circumstances of the case Mr. Stanhope accepts the Council's report and recommendations, and he therefore asks the Lords Commissioners of the Treasury to approve the terms proposed for Major Watkin's acceptance, viz., the grant of 25,000 £., with the payment of 1,000 £. a year in addition to his military pay for his future services for a period of 10 years, should he remain for that time in the employment of the State.

"I am accordingly to ask their Lordships' sanction to this proposal, and to the necessary provision being made in next year's and future Estimates; it being understood that Major Watkin shall be required to accept the award made to him in the terms suggested in the Council's report.

"I am, &c.

"(signed) W. St. John Brodrick."

5613. The words "next year's Estimates" in that letter mean the Estimates for 1888-89?—Yes.

5614. That is the request of the War Office?—Yes. The next letter in chronological order is from the War Office, dated the 11th of February 1888.

5615. Mr. H. H. Fowler.] Is there no answer to that first letter from the Treasury?—I understand that I am to go on in their chronological order. The next letter is as follows:—

"Financial Secretary's Department, War Office,
11 February 1888.

"Sir,

"I AM directed by the Secretary of State for War to transmit herewith, to be laid before the Lords Commissioners of Her Majesty's Treasury, a statement of Vote 15 of the Army Estimates for the year ending 31st March 1889.

"The total of the Vote is 94,600 £., as against 79,643 £. for the current year, showing an increase of 14,957 £.

"Of this increase the main portion comes under Sub-head C., and arises from the grant of 26,000 £. to Major Watkin as a reward for his discovery of a system of position finding for guns. But a reduction of 2,000 £. has been made from the amount provided for similar inventions during the year.

"There is also an addition of 920 £. under Sub-head H., being the pay of an additional military attaché at Rome (800 £.) appointed for one year, and a slightly increased provision for contingencies based upon past expenditure.

"On the other hand there is a small decrease of 137 £. under Sub-head G., as no provision has been made for any payment to refugees, and there is also what, at first sight, appears to be a very large decrease under Sub-head M. (10,336 £.)

"But the net decrease under the latter sub-head is 389 £. only, and is mainly caused by a reduction in the number of firemen to be employed at Woolwich Arsenal. The balance of 9,647 £. represents the amount hitherto provided under this sub-head for Ordnance Factories, and will in future be taken in the special Vote for those establishments. The same explanation accounts for the apparent falling off of 266 £. in the appropriations in aid, that sum being the proportion of the appropriation applicable to the factories.

"I have, &c.

"(signed) W. St. John Brodrick."

On the 21st of February the Treasury wrote in reply.

5616. Chairman.] Is that the first letter from the Treasury on this subject?—Yes. The letter is as follows:—

"Sir,

"Treasury Chambers, 21 February 1888.

"THE Lords Commissioners of Her Majesty's Treasury have had before them the Estimate for the Army Miscellaneous Vote (15) for 1888-89, enclosed in your letter of the 11th instant (6848—1948).

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"I am

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[Continued.]

"I am to state, for the information of Mr. Secretary Stanhope, that my Lords again note the omission to refer to Treasury authority, or to adequately explain alterations, which they remarked upon in connection with the Estimate for Vote 16.

"Apart from Sub-head C. (Rewards to Inventors), the amount of which will depend on my Lords' decision regarding the claim of Major Watkin, the most important sub-head is that for Police (M.) I am to inquire why this service is transferred to the Miscellaneous Vote from the Commissariat Vote, in which it has been provided for so many years. Such transfers upset comparisons between successive years, and should only be made for grave reason, after consultation with this Department. Moreover, if the transfer be made at all, it should be made on an equal footing for both the old and new year; i.e., if the Ordnance Factory Police for 1888-89 are to be provided for in the Ordnance Factory Vote, not the Miscellaneous Vote, the figure representing the cost of the Ordnance Factory Police for 1887-88 ought not to be transferred to the Miscellaneous Vote, but to the Ordnance Factory Vote. As the Miscellaneous Estimate now stands it shows a fictitious saving of nearly 10,000 *l.* under Police, and the converse of this mistake will necessarily be made in the Ordnance Factory Estimate.

"My Lords think that, if the transfer be maintained, measures should be taken for removing any misapprehension which might arise from such statements of figures, and they would suggest that a note should be appended to the Commissariat Vote, explaining how the sum of

£
32,325 gross receipts,
less, 882
£31,443 net.

which it included in 1887-88 for Police has been transferred in the Estimates for 1888-89.

"Under F., Tower Armouries, my Lords request an explanation of the Collector's pay being put at 138 *l.*, when 98 *l.* appears for the current year.

"Under G., Grants in Aid of certain Institutions, I am to inquire whether the increase of 325 *l.*, in the grant to lock hospitals has been approved by this Department. My Lords presume the necessity is attributable to the repeal of the Contagious Diseases Act.

"With regard to the sixth military attaché, as my Lords in August last sanctioned this appointment for one year only, they suggest that it might be sufficient to provide 400 *l.* only, or half a year's salary, for this appointment.

"Subject to the foregoing remarks, my Lords provisionally approve of this Estimate at a net total of 94,600 *l.*

"I am, &c.

"(signed) *W. Jackson.*"

5617. Mr. Fowler.] The 94,600 *l.* includes the 26,000 *l.*?—Yes. The next letter is from the War Office, dated the 1st of March 1888, and is as follows:—

"Financial Secretary's Department, War Office,

"Sir,

1 March 1888.

"I AM directed by the Secretary of State for War to acknowledge the receipt of your letter of the 21st instant, No. 2754—88, and to transmit herewith a statement of Vote 15 of the Army Estimates for the year 1888-89, in its final shape:

"The statement now sent differs, as will be seen, from that originally submitted to their Lordships, and shows a decrease of 1,666 *l.*

"The main causes of this difference are (1) that the Vote has now been relieved from the provision of the reward to Major Watkin, R.A.; and (2) that the expense of providing police at the Ordnance Factories, instead of being shown as a saving on this Vote, has, in accordance with their Lordships'

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[Continued.]

Lordships' suggestion, as contained in the letter under reply, been eliminated from the Vote altogether.

"With regard to the other points raised in your letter, I am to state :

"(1.) That note has been taken of the request that Treasury sanction should be quoted, whenever applicable, in submitting the draft Estimates to their Lordships in future years.

"(2.) That the charge for the Police was necessarily transferred from Vote 9, as that Vote had completely altered its character.

"(3.) That the increase to the pay of the Collector at the Tower was sanctioned by the Treasury in their letter of the 19th February 1887 (No. 2761—87). A note will be made in the Estimates for future years that this allowance is personal to the present holder.

"(4.) That the increased provision for Lock Hospitals was sanctioned by the Treasury in their letter of the 9th July 1887 (No. 10,159—87).

"(5.) The provision for the Military Attaché at Rome has been reduced in accordance with their Lordships' request.

"I have, &c.

"(signed) *W. St. John Brodrick.*"

The next letter is from the Treasury, dated the 5th March, and is as follows:—

"Treasury Chambers,

"5th March 1888.

"Sir,

"THE Lords Commissioners of Her Majesty's Treasury have had under consideration your letter (84—W.—3072) of the 31st January last, enclosing description of the invention by Major Watkin, R.A., of a position finder, to which the highest importance is attached by the Ordnance Council, and which has been adopted into the Service. It appears further that Major Watkin has placed his invention and his services at the exclusive disposal of his own country.

"Under all the circumstances, the Secretary of State accepts the recommendation of the Ordnance Council that a grant of 25,000 *l.* should be made to Major Watkin, followed by the payment of 1,000 *l.* a year to him, in addition to his military pay, for his future services for a period of 10 years, should he remain for that time in the employment of the State.

"My Lords understand that the whole of Major Watkin's inventions, patented or otherwise, together with any future improvements of them, are covered by the proposed arrangement with him.

"Mr. Stanhope is, no doubt, fully sensible of the magnitude of the reward thus proposed to be given to an officer in Her Majesty's Service, who has had all the advantages which the holder of a special post can secure in the prosecution of his experiments. My Lords can form no judgment as to whether the value of his invention is commensurate with the proposed remuneration; the Secretary of State, enjoying the advantage of the advice of the Ordnance Council and other expert opinion, has means of forming an opinion upon this point which my Lords do not possess.

"My Lords must place on Mr. Secretary Stanhope the fullest responsibility for the value of the invention, and for the contention that the proposed terms are the lowest upon which its exclusive use can be secured to Her Majesty's Government; and upon this understanding they on their part are prepared to give their financial sanction to those terms.

"I am, &c.

"(signed) *C. G. Barrington.*"

The next letter is from the Treasury, dated the 6th of March:—

"Sir,

"Treasury Chambers, 6 March 1888.

"The Lords Commissioners of Her Majesty's Treasury desire me to state, for the information of the Secretary of State for War, that they approve of the Revised Estimate for Army Miscellaneous Effective
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[Continued.]

Charges, 1888-9, enclosed in your letter (No. 6848—1959) of the 1st instant, amounting to 68,600 *l.* net.

"The only difference which you do not explain, is the increase of the Miscellaneous Sub-head O. from 158 *l.*, at which it stood in the original Estimate, to 458 *l.*

"The original Estimate, moreover, did not divide the 158 *l.* between Home and Colonial, whilst the 458 *l.* is divided thus in the new Estimate:—

Home	-	-	-	£. 300	} £. 458.
Colonial	-	-	-	£. 158	

"As the actual expenditure under this Sub-head has been:—

						£.
1882-3	-	-	-	-	-	5
1883-4	-	-	-	-	-	5
1884-5	-	-	-	-	-	nil.
1885-6	-	-	-	-	-	282
1886-7	-	-	-	-	-	nil.

my Lords would request an explanation of the large provision made for the coming year.

"I am, &c.

"(signed) W. Jackson."

The next letter is dated 12th March 1888:—

"Financial Secretary's Department,
War Office, 12 March 1888.

"Sir,

"I am directed by the Secretary of State for War to acknowledge the receipt of your letter of the 5th instant, conveying the sanction of the Lords Commissioners of Her Majesty's Treasury to the proposed award to Major Watkin, R.A., as recommended by the Ordnance Council in respect of the adoption and use of his artillery position finder for public service, namely, the grant of 25,000 *l.*, and an appointment for ten years at 1,000 *l.* a-year, in addition to his military pay.

"In reply, I am to acquaint you, for the information of their Lordships, that Mr. Stanhope accepts the fullest responsibility in this matter, and is thoroughly satisfied with the advice tendered to him: firstly, as to the invention, and, secondly, as to the inadequacy of any terms short of those proposed.

"Major Watkin has now accepted these terms, and it will greatly facilitate the settlement and assignments of his patents, as well as the progress of important matters connected with the introduction and installation of the invention in some of the principal forts at home and abroad, if the reward of 25,000 *l.* could be paid forthwith, in which case Major Watkin could take up his new position and special duties from the 1st prox.

"I am to state that Mr. Stanhope strongly recommends this course, and especially so as there will be a saving on this year's Army Estimates, part of which may be usefully and fairly applied towards advancing a service of great military value.

"I am, &c.

"(signed) W. St. John Brodrick."

The next letter is from the Treasury to the War Office, dated 15th of March 1888:—

"Treasury Chambers,
15th March 1888.

"Sir,

"I am directed by the Lords Commissioners of Her Majesty's Treasury to acquaint you, for the information of the Secretary of State, in reply to your letter (84—W.—314) of the 12th instant, that my Lords are pleased to sanction the immediate payment of 25,000 *l.* to Colonel Watkin, as therein requested, on condition that it can be met out of savings on Army Vote 12 for the current year.

"I am, &c.

"(signed) W. Jackson."

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[Continued.]

Would the noble Lord wish me to add to this the Minute laid before Parliament?

5618. By all means?—That is the Minute I produced last week.

5619. On that correspondence a question occurs to me. On the 31st January the War Office bring this invention to your notice, and request the consideration of the Treasury to its purchase, and ask that the provision for the money may be included in the next year's Estimates. On the 11th February the War Office submit to you the Estimate for Vote 15, including this amount of 26,000 *l.*; is that so?—Yes.

5620. Then the Treasury write back on the 21st February, approving provisionally of the Estimate; is that so?—Yes.

5621. Therefore, up to that date, the transaction appears to be perfectly regular from a financial point of view. On the 1st March the War Office submit to you a letter withdrawing the 26,000 *l.* from the Estimate of Vote 15?—Yes.

5622. On 5th March the Treasury approve of the grant to Major Watkin?—Yes.

5623. What I want to ask you then is this: Why did the Treasury on 5th March not inquire from the War Office why they had not adhered to their original and perfectly regular proposal; and why they proposed to withdraw the 26,000 *l.* from Vote 15?—The Treasury had not made their decision upon the proposal for this grant to Major Watkin.

5624. Pardon me one minute. Would the Treasury have had any discretion at all as to the grant to Major Watkin if it had been included in the Estimates of the War Office. The Treasury is not in a position to alter the Estimates for the War Office for the current year, is it?—Certainly, for a new service its assent is required.

5625. If it is included in any War Office Estimate?—Yes.

5626. Would the reward to Major Watkin be a new service, such as the Treasury would have control over?—Certainly; the War Office would have no business to insert a payment of that amount to Major Watkin in the Army Estimates without having first obtained the consent of the Treasury to it.

5627. Then the Treasury had approved provisionally on the 21st of February of the Estimates?—Yes.

5628. And on the 5th March, a few days afterwards, they approved of the grant?—Yes.

5629. But in the meantime the War Office had withdrawn the grant from the Estimate for the coming year?—Yes.

5630. Why did not the Treasury inquire as to the reasons for that procedure. There is a gap which the correspondence seems to miss?—Because the War Office Estimates had in the meantime been presented. The War Office Estimates were ordered by the House of Commons to be printed; and that means that they were in the possession of the House of Commons on the 3rd of March.

5631. Mr. H. H. Fowler.] On the 26th of February they were ordered to be printed?—They were laid on the Table of the House of Commons on the 26th of February.

5632. Chairman.] Then they ought to have contained this amount?—No; not until the Treasury had approved, certainly.

5633. On the 21st February you approved the Estimates provisionally, did you not?—Yes.

5634. When were the Estimates laid on the Table of the House; on the 27th?—I think they bear on the outside the date of the 3rd March.

5635. Mr. H. H. Fowler.] They were ordered by the House of Commons to be printed on the 27th February?

5636. Chairman.] But the War Office did not withdraw the items from the Estimate till the 3rd March, after the Estimates had been laid on the Table of the House?—Then the grant had been already withdrawn; that was when they wrote to us to say that they had withdrawn it.

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5637. I want

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[Continued.]

5637. I want to know why the Treasury did not insist on the retention of it in the Estimates?—Because it was too late; they had not by any means made up their mind then that the reward was a proper one to be granted; discussions were going on on the subject.

5638. Do you wish the Committee to understand that the item was not included in the Vote because the Treasury had not made up their minds?—Yes, that is so.

5639. And that was the reason, because the Treasury had not made up their minds, why the War Office withdrew the item from the Vote?—Yes, they had not got the approval of the Treasury for it; and therefore they could not put it into the Estimates.

5640. At what date did you lay the Minute before Parliament?—The Minute was laid before Parliament on the 27th February.

5641. What would have been the difficulty after the 5th March, when you distinctly approved of the grant, in the presentation to Parliament of a Supplementary Estimate?—The question of urgency had not at that moment been brought forward; and therefore the Treasury had not before them the precise means by which the money was to be provided. I presume, though somewhat late, that on the 5th March a Supplementary Estimate might have been laid on the Table; but the attention of the Treasury to the desirability of immediate payment was not called until the 12th March.

5642. We have it from you, I think, that if the item had been included in the Estimates of the year, the payment could have been made on the 1st April. I want to know, suppose that a Supplementary Estimate had been laid before Parliament on the 5th March, what is the earliest date on which payment could have been made?—As soon as it could have been voted.

5643. Therefore, if it had been voted on the 5th March, the payment could have been made on the 6th?—Yes, it could have been made immediately.

5644. Now I want to get from you the actual date of the payment made to Major Watkin?—The 24th March.

5645. Therefore it is perfectly possible, and indeed probable, that by presenting a Supplementary Estimate to Parliament, Major Watkin could have been paid sooner than he was paid under the proceedings which you took?—He might have been.

5646. And that course would have had this advantage: that the sanction of Parliament to this very large sum would have been formally expressed concurrently with the payment of the money?—Yes.

5647. Mr. Stanhope.] In considering this matter of the payment to Major Watkin, what alternatives had the Treasury with regard to it?—There would be five methods. The first method would be by putting it into the Estimates as the War Office originally proposed; but that was not adopted because the Treasury assent had not been given when the War Office Estimates were circulated. The next course would have been to put, as the noble Lord has just suggested, a Supplementary Estimate on the Table of the House; the reason against taking that course at the time was that the desirability of immediate payment was not brought forward until the 12th March, and on the 12th March the time had run very close; I think I am right in saying that the Committee of Supply for the year closed on the 15th. Besides that the Treasury and the War Office together might have taken a Supplementary Estimate at the beginning of the following year.

5648. That would be the third course?—Yes, for the year 1888-89. In the ordinary course there would have been a considerable time before this sum was voted. If none of those three plans were adopted there are two others. I will take the second first, in order to take the one which was actually adopted last. One would have been to have paid early in April out of the Votes already granted the amount promised to Major Watkin; that would have been without special mention in Estimate to Parliament. And further than that, if that plan had been adopted, the Minute required by Mr. Monk's resolution would not have been necessary.

5649. Chairman.]

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[Continued.]

5649. *Chairman.*] I do not quite understand that; to pay the money to Major Watkin out of the monies voted by Parliament for this year, although nothing for Major Watkin was put down in the Estimates?—Yes. The noble Lord may remember that he put the question to me at the last examination, as to whether we could not have paid the sum early in April.

5650. But that was only on the condition that the amount had been included in the Estimates; I never put to you the question that you could have paid away the 26,000 £. out of a sum of money voted by Parliament for purposes totally different?—I misunderstood the noble Lord.

5651. This is quite a new method to me; I want to know what powers the Treasury have?—The powers of the Treasury are these: when once a sufficient Vote has been taken, the money so voted is held applicable to all Army Services; and therefore is held applicable to services included in Vote 15. If, then, the War Office, with the consent of the Treasury, judging the service to be urgent, had decided to pay in the beginning of April, they would have paid out of Vote 15; but inasmuch as it would not have been shown that Vote 15 altogether was insufficient to bear the charge, the limitation included in Mr. Monk's Resolution would not have come into force, and a Minute would not have been necessary.

5652. I must really ask you another question upon that. If the 26,000 £. had been taken, out of the total of 80,000 £. provided in Vote 15, for a purpose which had not been originally contemplated when the Estimate was framed, then the Estimate must have been insufficient to defray the other expenses contemplated when the Estimate was framed?—Vote 15 is a large Vote, with a number of other Sub-Heads. There would have been money upon it for the time being, and a deficiency would not have been declared. I do not say that at the end of the year we should not have discovered that it was insufficient; but I am speaking of the moment.

5653. *Mr. Stanhope.*] That was the fourth plan, what is the fifth?—The fifth plan is that which was followed, namely: there being available moneys already voted for Army Services to pay the sum in the then expiring financial year, meeting it by a transfer from one of the Votes on which there was a surplus, and laying a Minute before Parliament under Mr. Monk's Resolution.

5654. *Mr. Childers.*] Following what I asked you last time, I was not present during Mr. Knox's evidence, and I had not then had the advantage of reading it and knowing what he said; but I have been reading it since, and I want to ask you one question upon which there appears to be a discrepancy between him and you which you may be able to clear up. Mr. Knox is asked at Question 5220: "But you would have been able if you had chosen to have made the payment" (that is this payment) "on the 1st of April?" His answer is "If it had been provided for." The next question is, "And it would have been provided for if you had chosen to put it in the Estimates;" and he replies, "It would have been possible, but not usual." Then he is asked, "It would be merely drawing a cheque?" and his answer is "Yes; but being a service of a special kind, the ordinary course would be to wait until the Vote in which it was provided for had been taken. Just in the same way in the Works Vote, for instance, in which proposals for new works are made, those new works are never entered upon except by special sanction until they have been considered by the House of Commons." Then he goes on to answer other questions which do not precisely bear upon this point; and then this follows at Question 5299: "I will go to that point afterwards; but you admit that the payment might have been brought under the knowledge of Parliament by inserting it in the Estimates of the year without the smallest inconvenience; please say yes, or no." (These are all the Chairman's questions). The answer is, "It would have been inconvenient because it would have been necessarily in the ordinary course postponed if provided in the Estimates for next year." The next question is, "It would not have been necessarily postponed; the cheque might have been drawn on the 1st April out of the money voted by the House of Commons, and at the disposal of the War Office?" and his answer is, "It would have been possible." I (not having heard Mr. Knox examined then) towards the close of your examination last time gathered from your answers that the

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[Continued.]

postponement which Mr. Knox says ought to have taken place, although it would have been possible to pay the money on the 1st April, need not have taken place; and that in your view the inclusion of this 25,000 £. in the general Sub-head for Rewards to Inventors, without ear-marking it as a payment to Major Watkin, would have justified the Department in paying it on the 1st April. You see that Mr. Knox is of a very different opinion; do you adhere to your answer?—I do not think that I ever assented to that as a desirable course. I think the examination as I understood it was as to possibilities. It is essential that a witness in my position should as carefully as possible state what is practicable, in order that the Committee may understand the machinery under which Expenditure is conducted. I do not think that I have anywhere said that I thought the payment out of next year's Vote in the beginning of April would have been desirable in anticipation of the regular provision for it; that is to say, that I think it would have been less desirable than the course which was actually adopted.

5655. Then you would like to qualify a little your answers to Questions 5514 down to 5518 by this: that you agree with Mr. Knox that it would have been possible to make the payment early in April out of the gross sums voted on any Estimate for Rewards to Inventors; it would have been possible to do so, but unusual?—Yes; I never meant to go beyond describing possibilities.

5656. Mr. *Brodrick*.] You said just now that a Supplementary Estimate might have been introduced during the end of last year, during March, to meet this payment. Could you mention any precedent for a Supplementary Estimate being introduced to meet a payment when there is a large surplus on the other Army Votes for the year, if it is an Army payment?—I should not be able to answer that question without looking through our papers.

5657. You cannot recall to your memory a case?—I cannot recall a case in which a Supplementary Estimate has been taken.

5658. May I call your attention to a Return which I am about to put in. In 1868–69 I see that there was a payment for an excess on Vote 15 (on this Vote) of 6,850 £., which was caused by a Reward to Major Palliser of 7,500 £. sanctioned by the Lords' Commissioners of the Treasury on the 23rd February 1869. That was not made the subject of a Supplemental Vote, I believe—(*handing the Return to Witness*)?—That appears to be so.

5659. Do you happen to know whether the Army Estimates showed a surplus in that year?—I do not know.

5660. Could you give from that Return the date when the payment was made?—From this Return it appears that the payment was made on the 23rd February.

5661. Taking you on to 1880–81 (perhaps you will kindly turn over the page), did not the Treasury in that year give their sanction to a Vote to Mr. Fraser, of the Gun Factory, for a payment that caused an excess on Vote 15 of 4,525 £.?—Yes.

5662. Was there a Supplementary Estimate in that year?—Not that I know of.

5663. There was a Supplementary Estimate on the whole of the Army Votes: but this amount was paid out of savings without being called to the knowledge of Parliament?—I understand the Honourable Member to mean that the sum was not taken in the Supplementary Estimates specifically.

5664. That is so?—I do not remember that sum having ever been taken so; but I could not answer without looking.

5665. I will put the question presently. Might I carry you on to 1882–83; is there not a case of a payment of 5,000 £. to Mr. Breunnen in that year?—Yes.

5666. Then in 1882–83 you would be aware that there was a Supplementary Estimate?—Yes.

5667. But that Supplementary Estimate was taken while this sum was paid out of savings, or so called savings, on Vote 12?—Yes. There was no Supplementary Estimate (I think I can answer for that) taken for that service.

5668. But

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[Continued.]

5668. But there were Supplementary Estimates taken on the whole of the Army Estimates?—Yes; that was one of the war years.

5669. Therefore had we asked for Supplementary Estimates when there were savings on the Army Votes generally this year, we should have been going a great deal further than in previous years when there was a Supplementary Estimate, and when these items were still paid to inventors out of the surplus of the Votes, and in excess of Vote 15?—Yes, I think so.

5670. *Chairman.*] May I ask you how it is these cases were not cited by you, as precedents in your examination?—Because they were got from the War Office.

5671. Why did not the Treasury cite these cases when I asked you for precedents?—On my last examination, do you mean?

5672. In answer to the first question, when you were putting in a lot of cases of transfers of Votes?—I understood that Mr. Knox was going to be examined, and had undertaken the getting up of these cases.

5673. These cases have not been examined into by you as representing the Treasury; and you are not responsible for the facts?—No; that is what I mean. I understood that Mr. Knox was going to be examined, and that he had got his own papers drawn up.

5674. *Dr. Cameron.*] From that correspondence it appears that the 1,000 *l.* salary to Major Watkin is not included in the Estimates?—It is not included in the Estimates now.

5675. The Estimate was reduced by the 1,000 *l.* that was intended to be paid to Major Watkin as salary?—Yes.

5676. Therefore provision has not been made here, though it may be possible to pay it out of savings, for Major Watkin's salary?—It is not specifically included.

5677. Then you have been questioned about an understanding that is supposed to exist in the Treasury whereby, if any new service is included in the Estimates, it is not considered to be the right thing to sanction the payment of money for that new service until the matter has come under discussion, until the Vote has come before Parliament. There has been some conflicting, or not very intelligible, evidence upon that point. Might I ask you to explain clearly what the position of the matter is. I refer to your answer to Question 5514. The question is, "At any rate it is the understanding on the part of the Treasury. But there is no understanding, if I understand you aright, upon such a Vote as this." To which you answer, "No, I should say not. Perhaps I should make myself more intelligible if I put it in this way; I think that the Treasury would not raise a question on that payment if the Estimate was taken in what I call a round sum. Supposing, however, that you divided that Sub-head, and that the payment to Major Watkin was stated separately, thereby calling the attention of Parliament specially to the fact, then I think the view of the Treasury would be that the money should not have been spent until such time as Parliament had an opportunity of expressing an opinion upon it." Is that still exactly what you mean to say?—I think that my answers were given in reply to the noble Lord. He asked me on what that rule rested.

5678. *Chairman.*] "Understanding" was the word used?—Yes, I confined myself to an understanding, because I was not at the moment able to recollect whether there was a precise Minute laying down a rule. I have now brought down with the Minute, and in answer to the honourable Member perhaps I might read the paragraph.

5679. What is the date of the Minute?—It is a Minute of the 24th November 1870 on the subject of the control to be exercised by the Treasury over all the expenditure of Naval and Military Departments. Upon that the Treasury lay down the following rule: "No new work of any magnitude is to be commenced without the previous sanction of Parliament; but when a work has received such sanction, and has been included in previous Estimates, such work may be proceeded with without waiting until the Vote for the year is passed; but no excess of expenditure during the financial year beyond the total estimated cost of each work, or the sum voted for such work in Part I., or for each item in

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Parts II. and III., should be incurred without the previous sanction of this Board."

5680. There is no understanding then whatever that the Army authorities are not to spend money until the precise Vote involving the new work has been sanctioned?—In case of a new work, I should say so.

5681. No; but it says that when once a work is included in the Estimates the money may be spent without waiting for the Vote?—"But where a work has received such sanction, and has been included in previous Estimates."

5682. By Estimates, does that mean the Estimates for the year before?—Yes.

5683. Then it is not a new work?—The meaning of it is this: "Supposing there is a new work at Woolwich which goes over several years, in the first year that that work appears with perhaps 5,000 *l.* or 6,000 *l.* put for it when it may cost 50,000 *l.* or 60,000 *l.* in the whole, it ought not to be begun till Parliament has passed that Vote. In the following year when Parliament has sanctioned the principle of the work, then the War Office may go on expending the money without waiting for the Vote.

5684. Mr. Childers.] And the understanding about which I examined you was this: that as between the 1st of April when you begin to spend out of the general Vote, and some day in July or August when the Works Vote is taken, no new work can be undertaken. That is the understanding between the War Office and the Treasury?—Yes, that is the understanding; we are dealing with works here you will bear in mind.

5685. Dr. Cameron.] From that Minute it would appear that you were wrong in your answer, in drawing any distinction between the principle involved whether the item in the Estimate was mentioned in a round sum, or whether it was mentioned specifically?—No, I should not admit that. This limit applied to works. In the case of an ordinary item in the Estimate with no distinction put to it, I do not think that the paragraph which I have read applies; but I should reason that if there was a special item mentioned of a payment of considerable nature, and if it was mentioned separately in the Estimate, although it did not fall precisely, not being new work, under that Minute, the War Office and the Treasury would be agreed that it would be better to wait.

5686. So far as I understand the correspondence, there was no special sum separately mentioned as a payment to Major Watkin, but simply the item C. was increased by 26,000 *l.*?—Yes, that was the case.

5687. Therefore, there would be no difficulty in paying Major Watkin under this rule laid down, at once?—I said that I thought it was possible; I am not advocating that course.

5688. Chairman.] I understand you adhere to all the evidence that you gave about this being in a round sum instead of a detailed Estimate?—Yes.

5689. Dr. Cameron.] Assuming there to have been any difficulty in sanctioning this new service on account of its having appeared in the Vote, before the Vote was sanctioned by Parliament, would not the same rule have applied to expenditure on installations and works connected with this invention of Major Watkin?—If they were separately stated.

5690. If they were separately stated, the same objection would have applied as would have applied to the reward if that had been separately stated; and if they were not separately stated, the same absence of objection would have applied in both cases?—It would have been distinctly work, would it not, the installation?

5691. Then in any case the difficulty would apply to the work?—Yes, I think so, if it was a new one under the paragraph which I have just read.

5692. Then if there were any urgency in the matter, would it not from that rule have appeared much more necessary to pay the cost of the installations, for which some 15,000 *l.* was taken in the Estimate, from savings, to commence work at once rather than to pay the reward?—If it was very urgent, no doubt the Secretary of State would have represented that to the Treasury; and I have no doubt the Government on their responsibility would have forestalled, if they thought

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[Continued.]

thought it necessary, the sanction of Parliament, and have explained it to Parliament.

5693. Then as to the urgency, the Secretary of State does not appear to have thought the matter so pressing on the 31st January, or on the 11th February, when he included that sum in the Estimates?—I presume that at that time, as he was including it in the Estimates, he hoped that it would be settled before the Estimates were settled.

5694. So far as I could gather from the correspondence, the Secretary of State on the 12th March urged, as a reason for immediate payment, that it would facilitate proceeding with the installations; and that that was a matter in which a saving on the Army Estimates might be usefully employed?—The words are, "It will greatly facilitate the settlement and assignment of his patents, as well as the progress of important matters connected with the introduction and installation of the invention, in some of the principal forts at home and abroad, if the reward of 15,000 £. could be paid forthwith."

5695. But under the rule to which you have referred the expenditure on installations, being works, could not be made before the Vote for Works had been sanctioned?—Yes; the honourable Member must mark the extent of that limitation, namely, that that is the rule, but that nothing can be done without the consent of the Treasury; and of course the Government at any time on their own responsibility can arrange for the beginning of the work.

5696. Has the Treasury been asked to give any assent to expenditure connected with new works for installations for this position funder?—I have not seen such a request; it has not come before me that I know of.

5697. Has the 15,000 £. which we were informed has been taken in the Estimate for them been voted this year?—It is stated in the Memorandum by the Secretary of State for War that it was to be taken in the Estimates.

5698. My point is this: that 15,000 £. being taken in the Estimates for new works, and that Minute of the Treasury dealing with new works appearing in the Estimates for the first time, any expenditure on the new works cannot be commenced until the Estimate has been passed; and I ask, you has the Estimate been passed, and, if so, when?—No, I am not aware of that.

5699. Mr. Henry H. Fowler.] I want to ask you to look again at the dates. On the 31st January this scheme was submitted to the Treasury in full?—Yes.

5700. And it was before the Treasury for upwards of three weeks?—Longer than that.

5701. I am saying that at all events it was before the Treasury prior to their writing the letter of the 21st February; three weeks?—Yes.

5702. Was any communication made to the Treasury saying that there was urgency in the case during those three weeks?—Not that I am aware of. The question was in considerable discussion between the War Office and the Treasury; but that was on the principle of the grant, and I am not aware that there was a representation as to urgency.

5703. Then on the 21st February the Treasury provisionally sanctioned the Estimates for the next year, the 94,600 £., which included 25,000 £. for the lump payment and 1,000 £. for the first instalment of the annuity?—That is so.

5704. Did the War Office make any communication after the 21st February in reply to that, stating that they must have the final decision of the Treasury in order to lay their Estimates upon the Table?—Not that I am aware of; there is nothing on record.

5705. Is there any reason why, the Treasury having provisionally sanctioned a payment of that sort to be placed in the Estimates, it should not have been placed in the Estimates?—It could not; until the Treasury sanction had been given to the grant it ought not to have been put in the Estimates.

5706. But as a matter of practice towards the end of one financial year, and when the Estimates are in course of preparation, is it not the fact that provisional sanctions are given, reserving to the Treasury the right of ultimate decision as to the details of payment, in order that the Estimates may be laid on the Table of the House?—I cannot say that that is not done, or has not been done; but I do not think it is customary.

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[Continued.]

5707. What interpretation do you put upon the words "provisional sanction;" or, rather, what interpretation do you put upon this letter of the 21st of February?—I should say that it was dependent upon sanction being given or not being given by the Treasury. If the Treasury had not sanctioned the sum was not to be put in.

5708. Did you mean by that letter that they were to reduce their Estimates from 94,000 l. to 78,000 l., or whatever the sum was?—That is how I should interpret it.

5709. Is not the Treasury in the habit, when it requires a reduction to be made, of saying so in very clear language?—They have the whole Vote before them and they pass it, subject to reserving their discretion upon that point.

5710. The whole scheme for the Estimates for the year 1888-89 contemplated the submitting to Parliament a Vote of 26,000 l. for this specific invention; and on February the 21st the Treasury provisionally sanctioned submitting that to Parliament?—They provisionally sanctioned that Estimate.

5711. Now I want you to tell us what it was that happened between the 21st of February and the 1st of March, something like nine days, which induced the War Office to withdraw that sum from their Vote?—Because the sanction of the Treasury not having been given to the grant by the time the Estimates were presented and ordered to be printed, the War Office did not consider themselves entitled to include it.

5712. Would that mean that they have abandoned the payment altogether?—No.

5713. Does it not ordinarily mean, when the Treasury refuses sanction to new work in the Estimates, and the Department withdraws it from their Estimates, that it is abandoned for that year?—But the Treasury had not refused their sanction.

5714. I want to get from you what the Treasury did?—The Treasury were considering this proposal, and discussing it with the War Office; and their approval was not given until the 5th of March. Until that time the War Office were not entitled, as I should put it, to put that sum into the Estimates.

5715. I want you to tell us why, in that specific four days between March the 1st and 5th, the Treasury withdrew their letter of the 21st of February (I am taking it as you construe it), of disapproval of that payment, and approved of it in such a manner that it could not be put before Parliament?—I never put it that the Treasury had disapproved; the grant was in suspense then.

5716. It was in suspense then. Then was any plan before you as the permanent head of the Treasury at that time, between February and March, for making the immediate payment?—No, not till the 12th of March.

5717. The Treasury sanctioned it on the 5th of March?—The Treasury sanctioned the principle of grant on the 5th of March.

5718. When you sanctioned it on the 5th of March, how did you suppose that it was going to be made?—That would be for after consideration. Nothing was said in the letter then as to how the money was to be paid.

5719. Would not the ordinary course of events have been, after you sanctioned it, and after the Estimates for the forthcoming year were presented, to have put a Supplementary Estimate at once, for this new service, upon the Table?—Certainly not, unless it was pronounced to be urgent at once. Supplementary Estimates are not so popular that we go about to seek for them.

5720. But I want you to tell me how this money would have been provided for, if there had been no excess upon the savings?—And the War Office had asked for immediate payment?

5721. Yes?—If there had been no savings I do not think that we could have paid it.

5722. *Chairman.*] Except by a Supplementary Estimate?—Except by a Supplementary Estimate.

5723. On the 5th of March you wrote sanctioning the expenditure; on the 6th of March the Treasury gave their final approval of the revised Estimate?—Yes.

5524. Would that Estimate have been laid on the Table of the House on the 26th of February?—Yes.

5525. Approval

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[Continued.]

5725. Approval was given to it on the 26th of February?—That is so.

5726. But on the 21st of February you gave a provisional sanction, you say, to 94,000 *l.*—Yes.

5727. Nothing passed between you, and the War Office *propria motu* withdraw this 25,000 *l.*; then they laid, without any communication with you, the reduced amount upon the Table of the House; and then on the 6th of March you approved of the reduced amount?—They informed us of the reduced amount on the 6th of March.

5728. But when they laid the Estimate upon the Table of the House they had no Treasury approval except that contained in the letter of the 21st of February?—No formal letter; but not having received the Treasury approval to the grant they, as I venture to think quite rightly, took it out of their Estimate when they presented it to Parliament.

5729. They took out the 1,000 *l.* for the present financial year?—Yes; they took out the whole of the provision which they had made.

5730. I do not know whether you have looked at Mr. Knox' evidence; at Question 4245 he says that the 1,000 *l.* was included. General Alderson said that it was not; that it was to be got out of the Vote somehow. Mr. Knox says it was included. Now you say that it was taken out?—I only take it from the letter of the War Office in which they say so.

5731. It not having been included in the Estimate but taken out of it, would the Treasury in the regular course sanction the payment during the current year?—If the War Office desired to pay a salary they would bring the case before the Treasury, and the Treasury must exercise their judgment upon it as to whether to pay it, subject to the criticism of the Comptroller and Auditor General to Parliament.

5732. Look at it as a question of principle. Here is an Estimate proposed for next year's service which the Treasury decline to sanction. Thereupon it is withdrawn from the consideration of Parliament altogether; and thereupon you say that the War Office, with the sanction of the Treasury, has deliberately made the payment during the current financial year, trusting only to the Comptroller and Auditor General to find it out?—The Right honourable Gentleman asks me as to the precise powers; he is not asking me as to what is advisable.

5733. I am asking you what is the practice?—The Right honourable Gentleman will remember that the War Office, with the consent of the Treasury, can create a new post during the financial year; and, if they do so, they pay, even though it was not included in the Estimate. The honourable Member has had a great many cases before him.

5734. But that is a new work created during the year, which the Treasury have not previous to the commencement of that year refused sanction to, and not allowed it to be brought before Parliament?—The Treasury never refused their sanction.

5735. But I am putting that case if the Treasury had refused their sanction?—If it had refused sanction, then, of course, the post could not be created until they had recalled that refusal.

5736. Mr. Childers.] Just to fill up a gap in your answers to me; when the Treasury, on the 5th of March, approved of the 25,000 *l.* being paid, and the 1,000 *l.* a year being paid, and gave their financial sanction, they only had before them, and did it with reference to the letter of the 31st of January?—Yes.

5737. And the letter of the 31st of January said that it should be paid out of the next year's Estimates?—That was the proposal then.

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MR. RALPH CHARLES WALPOLE, called in; and Examined.

5738. You are, I believe, the Librarian of the House of Commons?—Yes.

5739. And as such you have control to a certain extent over the printing of documents?—As such I act as Clerk to the Printing Committee.

5740. When was this Minute of the Treasury relating to Major Watkin placed in your hands?—It was laid on the table of the House on the 27th of March.

5741. What course did you adopt with regard to it?—It came into my hands the following morning, and the proper course to adopt, and which I have no reason to doubt I did adopt, would be to submit it, as it came from the Treasury, to the Secretary of the Treasury, to know whether it should be printed or not.

5742. Are you certain that you took the course?—I say to the best of my belief that I did so; but I am in constant communication with reference to so many Papers that I cannot recall accurately that I did so.

5743. But it is your invariable practice?—Yes.

5744. I suppose you generally yourself examine documents before you take an opinion as to whether they shall be printed or not?—Yes.

5745. And it would strike you that this was a document of an important character?—Not in that sense. I should not examine them with that view; I should examine them to see whether there had been a precedent before. There are many papers that are not printed, because, I take it, they have not been printed before.

5746. Would this be a Minute of a kind which is not printed because no precedent existed for it being printed?—I should take advice on the ground that there was no precedent.

5747. Was it your opinion with regard to this Minute that there was no precedent for printing and circulating it?—Yes, it must have been so. If I might explain, I do not take any note of verbal instructions about printing papers. I am in constant communication with Ministers with respect to Papers; and the mere fact of its being placed among the unprinted papers is conclusive, if I performed my duty, that it was submitted.

5748. You think, then, that in consulting with the Secretary of the Treasury, you informed him that there was no precedent for printing and circulating such a Minute?—I do not say that; it is rather difficult to explain.

5749. I understand that when you get a Paper of this kind you examine it with the view to see whether the printing and circulation is in accordance with precedent; is that not so?—Yes, for my own guidance.

5750. Now, I ask you with regard to this Minute, can you say whether the printing and circulation of it would have been in accordance with precedent?—There has been no exact precedent at all.

5751. There have been similar Minutes of this kind laid before Parliament since 1879, have there not?—Very many; but I was going on to say that I cannot find a single instance in which one was printed.

5752. And you think you probably represented that to the Secretary of the Treasury when taking his opinion?—I should think that was very likely, if I was asked the question as I often am.

5753. And, of course, any document that is not printed and circulated is practically inaccessible to Members of Parliament?—No, it is kept in the Library.

5754. But, practically, Members of Parliament have no knowledge of any documents which are not printed and circulated?—Their presentation appears in the Votes.

5755. But as a matter of practical Parliamentary life a Member of Parliament is not likely to have any knowledge of such a Paper unless it is printed and circulated?—I can hardly say.

5756. Will you read the extract from the Orders of the 27th of March?—
“Public Accounts, Artillery Position-finder; copy presented; of Treasury Minute,

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MR. WALPOLE.

[Continued.]

Minute, dated 15th March 1888, relating to the award to Major Watkin, R.A., on the adoption and use of his Artillery Position Finder, as recommended by the Ordnance Council (pursuant to Resolution of the House, dated 4th March 1879), to lie upon the table."

5757. There is no Printing Committee, is there?—Yes, there is a Printing Committee appointed every year.

5758. But does it ever meet?—No, it never does practically.

5759. Do you ever recollect its meeting?—I think the last time it met and made a Report was 30 years ago or more.

5760. Mr. H. H. Fowler.] The absolute authority for deciding whether a document should be printed or not rests with you, does it?—The Speaker is the absolute authority; but as a matter of practice the Clerk to the Printing Committee acts. He acts in this way: he has to look through the papers laid on the table each day. The first one was "Local Taxation Returns"; that was ordered in the House to be printed.

5761. Chairman.] What does that mean when you say "Ordered by the House of Commons to be printed"?—The order is made at the same time as the paper is laid on the table; then it goes, as a matter of course, to the printer, and I have nothing to do with it.

5762. Colonel Nolan.] May not any one member of the Printing Committee order you to print a paper, and must it not then be printed?—I imagine so.

5763. Mr. H. H. Fowler.] Just take all those Votes for that day and the various minutes (not those ordered to be printed, but those lying on the table), and tell us what you did with those lying on the table that day?—The next one is "Government Insurances and Annuities"; that is an annual paper. No doubt I at once marked it for print, and the order went in the next day that the House met. The next one was "Court of Probate Division (High Court of Justice) Ireland." That is also an annual paper, and is never printed; that I initialed and entered in the Unprinted Papers' Book. The next one was "National Debt (Annuities)"; that is annual, and was printed.

5764. Give me one that is not annual?—There were two, Land Purchase (Ireland) Act (Loans applied for), "and Land Purchase (Ireland) Act (Loans Sanctioned)." Those were returns by order, moved for by Mr. Finucane, and those would, in the same way as the "Public Accounts (Artillery Position Finder)" paper, be placed in the box on my table, and be entered in the unprinted papers book. I should then communicate with Mr. Finucane as to whether he wished them to be printed or not, which was done, and being a small paper, the order to print was given as a matter of course at his request; the order for printing went in on the 13th of April.

5765. You say that you consult the honourable Member who moves for a return. When a Minister lays a minute on the table is it not the practice of the Librarian to take the opinion of that Minister as to whether the paper shall be printed or not?—Yes.

5766. Therefore, in ordinary circumstances, you would take the direction of the Minister for the Treasury as to whether such a minute as this should be printed and circulated?—Yes.

5767. And you have no reason to believe that you did not do so?—None.

5768. Mr. Jennings.] You said that the mere fact of the paper being among your documents unprinted was, to a certain extent, a sign that you had submitted it to the Secretary of the Treasury?—No, because this was never printed.

5769. But you said that as the paper was among your documents unprinted, you took it for granted that it had been submitted to the Secretary of the Treasury?—Yes, on these grounds, that I should never put such a paper among the unprinted papers without taking some steps to see whether it should be printed or not.

5770. You submitted it to some authority evidently, because you put it among the unprinted papers?—It is my invariable practice to do so, but I have to see Ministers in various places, with reference to so many papers, that it is impossible to recollect.

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Mr. WALPOLE.

[Continued.]

5771. But your belief is, that this document was submitted to some authority in the usual manner?—It is.

MR. WILLIAM LAWIES JACKSON (a Member of the House;)
Examined.

5772. *Chairman.*] You are Parliamentary Secretary to the Treasury?—Yes.

5773. You have heard Mr. Walpole's evidence?—Yes.

5774. Can you say from your recollection whether this Minute of the 15th of March 1888, was submitted to you for your instructions as to whether it was to be printed or not?—If it had not been that I had heard Mr. Walpole's evidence I should have said that it never had been submitted to me; and I have not the remotest recollection of any circumstance in connection with it, but I feel that it would not be fair to Mr. Walpole, who probably follows his usual course, to say that he did not follow that course, although he is not able to say definitely that he did, nor is he able to show in any respect whatever, that there is any evidence that he did submit this matter to me, beyond the fact that it is his usual practice to do so.

5775. He does submit a great number of papers to you, I suppose?—No, I should not say that he submits a great number to me; he does occasionally submit papers to me.

5776. All Treasury returns I suppose are submitted to you for that purpose?—Mr. Walpole, I think, stated in his evidence that in the case of papers which I present, which in the ordinary course would be printed, he would not consult me with reference to them. But no doubt, in view of the pressure, perhaps pressure is the wrong word, but the desire to limit the printing of papers, it has been from time to time my duty to request that papers should not be printed which do not seem to be of great public importance without consultation, and that probably has led to more consultations than previously existed.

5777. Then I gather from you that the number of papers that are submitted to you is not very great?—That is so.

5778. Therefore it would require no great effort of memory to recollect any particular document amongst the numbers that are submitted to you?—I should like to point out that this took place just on the eve of the recess.

5779. Would it have been submitted to you then; would not a considerable delay have taken place?—I should have thought so; but Mr Walpole in his evidence, I think, has said that he would in the ordinary course have submitted it to me on the following day.

5780. He said that he would have received this document on the following day; but I did not gather that he would have submitted it to you on the following day?—Perhaps Mr. Walpole will not mind repeating what he stated.

(*Mr. Walpole.*) In an ordinary case, if the House was sitting, I should have submitted the paper to the honourable Member on the following day; but when I received the paper it was on the Wednesday morning, and the House adjourned on the Tuesday, so that it would not have been possible for me to do so. The papers had to stand over until the 5th of April.

5781. To (*Mr. Jackson.*) Then evidently the paper was submitted to you after the Easter recess?—In reference to your Lordship's question, that it would not have required a very great effort of memory to recall this document, it is rather a difficult thing for me to speak with regard to a paper which was presented before the recess and was possibly submitted to me afterwards.

5782. But you will admit, will you not, that this is a paper relating to an important matter which you must have expected would be printed?—Yes.

5783. And therefore it would appeal to your memory?—And I say, to the best of my recollection, that I never was consulted as to whether it should be printed or not.

5784. You would have thought that it was a matter of importance in a question of this kind that a paper containing the only information which Parliament possesses

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MR. JACKSON, M.P.

[Continued.]

possesses as to the disposal of a large sum of money, should be printed and circulated?—I should have thought so, certainly.

5785. Did you hear Mr. Walpole say that he believed that none of the Minutes which the Treasury had presented under Mr. Monck's resolution had ever been printed and circulated?—I heard him say so, and I have referred and found that such is the case.

5786. Does it not strike you that that is a very curious and disadvantageous thing, disadvantageous at any rate to Parliament, although perhaps not to the Treasury?—It seems to me that Parliament has settled its own course as regards these papers. I confess that if I were consulted about it I should think that it would have been better not only to have made the resolution, say, that such Minutes should be presented to the House, but to have added the words, which would have effected the object, "and that they should be printed and circulated."

5787. Turning from the question of the Minute to the question of the grant itself, may I ask whether you accept any responsibility for the grant of this money to Major Watkin?—Yes.

5788. Have you heard most of the evidence that has been given on the matter?—Yes, I have this morning.

5789. Have you any remarks to make to the Committee on that evidence?—The only remark that I should wish to make is, that I rather gathered from the questions that were put that there is supposed to have been present in the mind of somebody in the Treasury who had to deal with this question a desire to hide it from Parliament; and I have to say with regard to that that there is absolutely not the least foundation for any such supposition. So far as I am concerned, I may say that I have had a great deal to do with the negotiation, and perhaps it is right that I should say that with reference to these dates about which evidence has been given, they were the subject of personal negotiation, which had been going on for several weeks. I personally visited the War Office to see and to the best of my judgment to form an opinion as to the value of the invention, and naturally before advising the Chancellor of the Exchequer as to whether this grant should be consented to or not, I have done the best I could to form a judgment of my own as to whether it ought to be agreed to. Having been satisfied about that, and it appearing to me that there was a full and complete power to take the course we did, I deemed it to be the most convenient course, both financially and in every other respect.

5790. When you talk about full and complete power, that is merely your construction of Section 4 of the Appropriation Act?—That is so.

5791. And I suppose that, quite apart from any desire to conceal from Parliament a matter of this kind, still there always is a great advantage (is there not) in getting hold of large sums of money without submitting them to Parliamentary consideration?—There was no desire to conceal any matter from Parliament.

5792. I am rather talking of the advantage of easily obtaining money for certain purposes without Parliamentary discussion?—But it does not follow at all that this payment would not have been before Parliament for discussion, because it was perfectly open at the time when the appropriation of the payment was made, and when the sanction of Parliament was asked to it, to have discussed it at full length.

5793. In the middle of next year you mean?—In the middle of next year.

5794. Mr. Childers.] When you spoke of negotiations, did you mean that the whole question was discussed carefully between the Treasury and the War Office, and that you represented the Treasury?—Yes.

5795. And you went over to the War Office upon the subject?—Yes.

5796. Was the question whether this reward should be paid before the end of the financial year, or whether it should be voted in the Estimates for the next year, part of the subject which you discussed?—I think the evidence has already shown that the Treasury sanction to the purchase was not given until it was too late: until the Estimates had practically been presented.

5797. That is hardly my question; I do not want to carp at all to your answer.

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[Continued.]

answer, but merely to make the question quite clear; what I asked you was whether, when you went over to the War Office to talk the matter over, you talked the whole matter over, not only as to the wisdom of making the payment but as to the time at which it should be voted?—I think that so far as the mode of making the payment and the time of making the payment are concerned, I ought to accept the full and complete responsibility.

5798. That is not my question, if you will permit me to say so?—The right honourable gentleman asks me whether the mode of payment and the time of payment were the subject of discussion. I could hardly say that they were the subject of discussion, nor can I go so far as to say that that was the proposal of the War Office; but the money had to be found, and therefore when it became to be a question as to how it should be provided, this seemed to me to be the most convenient course, and that course I recommended, and that course was adopted.

5799. Mr. *Jennings*.] If I understand you rightly, you handed this Minute in, you placed it on the table?—I assume so.

5800. It would, in the ordinary course, have been your duty to do so?—These Minutes are prepared at the Treasury, and it would be the duty of an officer of the Treasury either to give it to me to bring down to the House, or to send it down to the House to me, or even to send it down to the Table of the House.

5801. What I mean is, that you knew of its existence?—Yes.

5802. That is perhaps hardly a matter of much importance in itself, but there is another matter arising out of that which bears upon the point before us. You have the power practically, have you not, to print a document, because I understand that you are a member of the Printing Committee?—It would not be part of the duties of the Secretary to the Treasury to give any direction as to that, if that is what the honourable Member means. I should take it that the duty of the Secretary to the Treasury was performed when he had given the document to the Clerk at the Table.

5803. But then he referred it back to you as a member of the Printing Committee?—I am referring to the Clerk at the Table; I am not speaking of Mr. Walpole. Then it goes in the ordinary course to the Librarian, who has stated in his evidence that if he followed his usual course he must have submitted it to me. I say that I have not the smallest desire to cast the least doubt upon Mr. Walpole's evidence in the matter, and I would much rather take the full responsibility upon myself than put it upon him. But it would be no part of my duty to give any direction as to the printing.

5804. Dr. *Cameron*.] Are we to understand from you that the suggestion that the money should be paid out of savings upon other votes came from you?—I think I should take the responsibility probably of saying that it would be so. You see I had to deal with it, and therefore the question naturally arose. A reference has been made with regard to the provisional approval which the Treasury gave to the estimate which contained this sum, and I would like to point out to the Committee that they should bear in mind what a pressure there is at such a time. The War Office, the Admiralty, and all the other Departments, but particularly the War Office and Admiralty, are preparing their Estimates, and as they get each vote ready they send it in to the Treasury in order to give the Treasury as much opportunity as possible for considering the items; and unless there is some great objection taken, a provisional approval is given; but it is very well understood that that provisional approval leaves the Treasury an option, if on receipt of the whole of those Estimates they have reason to cut it down. If, for instance, the Chancellor of the Exchequer said, The total of these receipts comes to 18,000,000 £.; I cannot afford 18,000,000 £.; I must have them cut down, they would have to be cut down. It is impossible for the Treasury in the first instance, on the receipt of each particular vote, to know whether the whole will be within their power or whether any of the items will have to be cut down.

5805. Then that would not justify the placing of a sum provisionally approved in the Estimates presented?—I think that the honourable Member will see that the provisional approval is really the departmental approval so far as the details

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details can be checked; if there is no reason for cutting them down at the finish when we had got the whole of them, then of course the provisional approval would stand, as the approval would probably be confirmed by the subsequent approval of the whole.

5806. It does not appear in any of the correspondence which we have had put in, that there was any cutting down of the total?—Yes, it has been in evidence that the War Office on the 1st of March I think it was, submitted a revised estimate for Vote 15.

5807. But previously to the submission of that revised estimate, it does not appear that there was any cutting down of the total. I want to find out whether the provisional approval of this Vote would have justified the presenting of it in the Estimates as they were presented. You say that that depends upon whether there was any cutting down of the total or not. I ask you whether there was any such cutting down?—In the discussion with regard to the Treasury letter approving provisionally of this estimate, the Treasury carefully guarded and reserved the point in relation to the proposal to pay to Major Watkin this amount, and as I have said the discussions were still going on.

5808. Subject to the reports which were made upon Major Watkin's reward, the estimate of 94,000 l. was provisionally approved?—I believe so.

5809. I understand you to tell the Committee that the suggestion probably came from you that the payment should be made out of savings?—It would be my duty to consider it; and I think it is very likely, as the matter was discussed, that that might have been my suggestion.

5810. Then in that case the plea of urgency would not be adopted by the War Office until afterwards?—It was in conjunction with the plea of urgency.

5811. The plea of urgency was unofficially suggested to you?—Yes, it was pointed out to us all through the discussion.

5812. Not in submitting the Estimates to you, was it?—It was rather the subject of a separate discussion, as I have said.

5813. Mr. H. H. Fowler.] This was done under the powers contained in the 4th section of the Appropriation Act, was it not?—Yes.

5814. Are not those powers exercised subject to the sanction of Parliament?—Certainly.

5815. In what way did you contemplate the sanction of Parliament being obtained to that transaction?—By the Appropriation Account.

5816. Of the next year?—Yes, certainly in the ordinary course.

MR. RALPH HENRY KNOX, C.B. ; further Examined.

5817. *Chairman.*] You have a Paper to put in, have you not?—Yes, I have a Paper showing the items of rewards for a long series of years (*handing in the same*).

5818. There is only one point upon which I wish to put a question to you. It appears that on the 1st of March the War Office wrote to the Treasury practically presenting a revised estimate?—Yes.

5819. And on the 5th of March the Treasury approved of the grant to Major Watkin?—Yes.

5820. On the 12th of March you sent an application to the Treasury asking for immediate payment?—Yes.

5821. We have heard that the Treasury accepted the statement of the Secretary of State, that the affair was urgent and did not inquire into it for their own satisfaction. I want to know from you as Accountant General of the Army, what was the special urgency of the matter that rendered it necessary to make the payment on the 24th March instead of the 1st April?—The only reasons are those which are given in the letter.

5822. There is nothing, I think, in the correspondence about the statement that it was urgent; I want to know from you as Accountant General of the Army what the urgency was?—It was thought desirable to set to work at once

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to arrange for the transfer of the patents and to enter upon the installation of the invention; and it was thought advisable certainly that before that was done Major Watkin should get his money.

5823. Was it at all in consequence of the possibility of the invention being transferred to other persons besides the British Government that the urgency arose?—I do not think so.

5824. No question of that kind arose?—I have not heard of any question of the kind.

5825. Mr. *Brodrick*.] But you are not a member of the Ordnance Council, are you?—I am not.

5826. *Chairman*.] At any rate, you as Accountant General knew nothing about the urgency?—Nothing further than what is stated in the correspondence.

5827. You knew that there was no question of urgency such as rendered necessary immediate payment until the 12th of March; your original idea was to include this payment in the Estimates for the year?—It was.

5828. Mr. *Childers*.] I want to ask you one or two questions about the paper you have put in. That paper refers, does it not, to two rather important precedents, one in the case of Mr. Fraser in 1880, and the other in the case of Mr. Brennen?—Yes.

5829. In Mr. Fraser's case, is it not the fact that it came before the Public Accounts Committee, and that the correspondence relating to it was printed, showing that the Treasury on the 16th of April 1880, approved of Colonel Stanley's proposal to pay a certain sum to Mr. Fraser; that that sum was ordered on the 22nd of April to be charged upon the Votes, and if the Votes should not be sufficient, out of the general surpluses of the year?—Yes, that was the arrangement.

5830. In the following year, in the other case, the Brennen torpedo, was it not the fact that that question had been fully considered by the Public Accounts Committee, and that the matter was brought before the Treasury on the 8th of August, and was assented to by the Treasury on the 9th of August 1882?—Yes, that has been all laid before Parliament.

5831. The small sum given to Mr. Brennen to enable him to make experiments was brought before the Treasury on the 8th of August 1882, and approved by the Treasury on the 9th of August?—Yes.

5832. And in the same way it was to be taken out of any savings?—Yes.

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Examined.

5833. *Chairman*.] You are Adjutant General of the Army?—Yes.

5834. And you have held that position for some years?—Yes, off and on since 1882.

5835. I daresay you are fairly familiar with most of the evidence which has been laid before this Committee?—I am tolerably familiar with it.

5836. Both with the evidence of last year and this year?—I am more familiar with the evidence of last year than I am with that of this year. I have not followed this year's evidence very accurately.

5837. There are certain matters on which the Committee would be very glad to have your opinion from a financial point of view. One of the questions which greatly attracted the attention of the Committee last year, and on which we took evidence then, and on which to some extent we have had evidence this year, was the question of the Staff of the Army, and of the size of the Staff of the Army; are you of opinion that the Staff of the Army is adequate or inadequate, or excessive?—You are aware, of course, that considerable reductions have been made in the staff from time to time, in the course of the last three or four years, and I might go further back and say in the last eight years; but as regards the staff as it exists at the present moment, I think it is capable of some reduction.

5838. There

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5838. There is a very large staff in Ireland, is there not?—I should not say that there is a very large staff in Ireland; I should say that the largest proportion of staff anywhere is at Aldershot, and that there is more there proportionally than there is in Ireland; because in Ireland, owing to many circumstances, there are a great number of small detachments throughout the country which require a larger staff than the Army does in England.

5839. Are you aware that General Fraser told us last year that when he commanded at the Curragh he only had for his staff a brigade major and an aide-de-camp, and that the force under his command was 5,000 men; he went on to say that compared with the staff at Aldershot he had an extremely small staff; that would be so, I suppose?—Yes.

5840. General Fraser stated further that he managed to get through the work, but that his officers were often kept up late at night, and that at times there were as many troops at the Curragh as there might be even at Aldershot?—I do not think that the force at Aldershot has ever gone down as low as 5,000, certainly not in my time.

5841. But what General Fraser stated was that at the Curragh at times the force increased considerably above 5,000, almost to the number that there were at Aldershot?—The staff for the force at the Curragh should be smaller than the staff at Aldershot. It depends very much on the manner in which the troops are organised; in other words, if you have only one brigade to command, you require only one brigade staff. If you keep your troops in a division, you require a divisional staff. If you divide the division into three brigades instead of into two, as in the case at Aldershot, you require a corresponding increase in the number of officers. At the present moment at Aldershot we have three brigades to a division, the establishment for a division being only two brigades.

5842. Would you think that the Committee might draw from that statement the inference that the staff at Aldershot is larger than is necessary?—I think so. I think there might be reductions in the staff.

5843. Has your attention been drawn at all to the Colonial Staff?—Yes, I have gone a great deal into the staff all over the world excepting India.

5844. Do you think that there is great room for reduction in respect of the Colonial Staff?—I should not think that there is great room for reduction. There was room for great reduction, but we have made considerable reductions in recent years. For example we have reduced the appointment of military secretary throughout the world. There is one reduction that might be carried out; I think you might do away with the military secretary in Ireland, as you were talking about Ireland; I do not think he has anything to do.

5845. Would it be necessary to keep up the large staff that at present exists at Halifax, where there is only a very small number of men comparatively?—I think so far as I remember that there is only one staff officer on the staff at Halifax, and that is the Assistant Adjutant General. I cannot carry all the establishments in my mind everywhere.

5846. There are about six people on the staff at Halifax?—There would be the Assistant Adjutant and Quartermaster General, besides the General Officer Commanding; and there is a colonel on the staff I presume as colonel commanding the Artillery; you must have some officer commanding the Artillery; it is the most important branch of the service in a post such as Halifax. The Assistant Adjutant General and the Deputy Assistant Adjutant General are really the two staff officers that belong to the place. Besides that you have the two aides de camp of the Lieutenant General Commanding; I think it is quite possible that you might reduce one of those, and you might reduce the Deputy Assistant Adjutant General.

5847. May we take it from you that if you had full power and were driven to become economical in some direction, the staff is one of the directions in which we might economise without impairing the efficiency of the Army?—Certainly. And I might add to that, when you talk of the staff of the Army I suppose you include generals; that there would be an enormous saving if you

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reduced the establishment of your generals by one half, which would not interfere with the efficiency of the Army.

5848. I should like to ask you some questions on that point later on in connection with some of the evidence which was given by General Brackenbury. Before leaving the question of the staff, I suppose that the staff appointments are better paid than regimental appointments?—Much better.

5849. Do you know whether that is the case in foreign countries?—I think it varies very much. In some countries staff officers are better paid than ordinary line officers, and in all armies they have greater advantages. If they do not get extra pay they get horse and other allowances, which perhaps they do not get as infantry officers, and they get much more rapid promotion.

5850. Is it your opinion that the extra pay to the Staff is justified when you take into account the great advantages of being on the Staff from the point of view of promotion?—There is, practically, no very great advantage with regard to promotion in being on the Staff in the lower grades; I may say none. In the higher grades they have some advantage; they may become a full Colonel more rapidly, but the lower grades of the Staff have no advantages at present with regard to promotion. I think, looking to the fact that the Staff are debarred from the advantages of the mess, and that they have to live by themselves, I could not say that they are inordinately paid. We have reduced, as I suppose you know, the pay of the aide de camp, and he was the best paid man in the Army; he was excessively paid. His pay has been considerably reduced. With regard to the rest of the Staff, I do not think that their pay is inordinate when you think of the pay which everybody else gets in England.

5851. General Fraser spoke to this Committee last Session very strongly against the impolicy of taking officers away from regiments and placing them on the Staff, and relieving them, to a large extent, from their regimental duty. He seems to hold the opinion that there are a great many duties now performed by regimental officers, in connection with Staff work, which might very well be performed by officers on the Half-pay List; would you be of that opinion?—I do not see any possible advantage in it. Perhaps General Fraser was thinking of the time long passed, when we had a very large Half-pay List; but we have scarcely any at all at the present moment. If you look at the Half Pay List now you will find that it consists of a very small number of officers, and that the greater proportion are men who have been allowed to go on temporary half-pay on account of sick health, before they were finally made to leave the Army, in order to give them a chance of recovery; some have been temporarily put on half-pay because the establishments have been reduced, but we have no such large Half-pay List from which we could fill up the Staff at the present moment.

5852. Is it not the case that a large number of officers are compulsorily retired every year?—Yes.

5853. Those might be the officers whom General Fraser had in his mind, might they not, as being, capable of doing a large amount of staff work?—It depends upon the individual as to whether he would be fit for a staff officer or not. I agree with you that it is a great pity that we send so many officers about their business in the prime of life; it is a very extravagant system, in my opinion.

5854. Do you think the system a good one under which a large number of regimental officers are taken away from their regiments to serve on the staff, and, perhaps, never rejoin their regiments at all?—I think it is a very great advantage to the regiment; their places are filled up by extra officers being appointed to the regiment. If Captain Smith, say, is appointed to the staff from the 121st Regiment, there is another officer immediately appointed to fill his place, although he is still retained nominally in the regiment; he is shown in italics and seconded, as we term it. The advantage to the Army and the regiment of that system is, that, at the expiration of his period of staff service, he returns to the regiment and brings to it, of course, any additional amount of information which he has acquired in the performance of his staff work; and therefore, his knowledge which he has acquired whilst on the staff reacts beneficially upon his battalion or his regiment.

5855. I am

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5855. I am only bringing before you certain opinions which have been placed before us in evidence, in order that we may have the advantage of your experience?—May I add, that in most foreign armies they have a regular staff corps into which men are appointed, as they would be to any regiment on any special branch of the service, and they do not belong to the regiments. We have always gone on the other system of having our staff regimental officers, and I believe that it is an enormous advantage to the country, because our men go backwards and forwards from the regiment to the staff and from the staff to the regiment, and they always keep touch by doing so with the soldier, whereas if you appoint a man to the staff, and he becomes permanently a staff officer, he has left his regiment, and he ceases to have any intimate knowledge of the wants, and sentiments, and feelings of the private soldier.

5856. I will leave the question of organisation, and try as much as possible to keep to the subject of finance. The Committee last year examined General Sir George Harman on several matters, and one of the matters on which he spoke to us was with regard to regimental districts; I suppose that you have given a great deal of attention to the scheme under which the Army was said to be localised or territorialised?—Yes.

5857. Would you say that that scheme was attended with economy or with increased expenditure?—The scheme, taking it as a whole, was, I should say, more expensive than the old system, but it was attended with enormously increased advantages to the Army; and, in fact, I do not think that it would be possible to have a voluntary army maintained as ours is, on the same pay which we pay our soldiers, if we had maintained the old system. We were forced to adopt most of the measures which are contained in the modern system, by the fact that our recruits were falling off, and that we could not obtain the number that we required; we were forced to create some new system, and in creating the system of 1870, I think that the measures adopted for the re-organisation of the Army were very wise, and they certainly have, in my opinion, been most successful.

5858. Is it from the recruiting point of view or from the general military point of view that you think so?—From the general military point of view, besides the recruiting point of view. Of course the recruiting point of view is the basis upon which a voluntary army exists.

5859. Do you think that there is a greater number of dépôt centres than is necessary?—We call them now regimental districts. I should be very sorry to see any of them reduced, although there are one or two from which we obtain very few recruits. But the basis of our Army being voluntary enlistment, we have to tap every stratum of society, and we have to tap every district in every part of the country. It is like the skeleton of a great big leaf extended all over the country at the present moment. Our recruiting parties go into every part of the country, and if you broke up the system I think you would leave large blanks in our recruiting establishments which would be very injurious to the interests of the Army as it exists at the present moment.

5860. Are you aware that Sir George Harman told us that “in certain counties, Yorkshire, for instance, we have dépôt centres within a few miles of each other in the same county.. (Q.) There the dépôts, you think, might be amalgamated? (A.) Yes, I think, they must be amalgamated.” Is that a matter that has come under your notice?—Yes, I have heard this question very often discussed as to whether it is possible to reduce some of the regimental districts or not, and I have never, I confess, agreed with it, anxious as I should be for economy in every way.

5861. You would not deny that the dépôt centre system does entail a considerable expenditure, I suppose?—It certainly requires considerable establishments.

5862. Can you explain what this means. General Harman went on to say that he had commanded a dépôt in his time; the question was, “Was it a double dépôt,” and he said in answer, “In those days I carried my command under my hat”?—That must have referred to a condition of things which has passed away absolutely; that was before the introduction of the present system even.

5863. Does that mean that he had nothing to do?—I suppose he meant that
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[Continued.]

he commanded nobody else but himself; but that is a condition of things of which I am entirely unaware. If it existed at all, it existed certainly long before I had anything to do with the administration of the Army.

5864. We have had evidence on this subject also from Colonel Eyre, who seems to have had a good deal of experience of work in connection with brigade depôts. He stated this: "It is not only my opinion" (the question was, as to whether the number of dépôt centres was too large), "but it is the opinion of officers who have been in command of brigade depôts, that there is really for the greater part of the year hardly anything to do"; would you concur with that?—I think that when you have a very indifferent officer in command of a dépôt, it applies, but if you have a good man, it certainly does not apply. Wherever there is a man who is worth employing at these regimental districts in command of one, I think he has plenty of work to do all the year round, with the exception of one or two places. I grant that there are two or three places in England where there is very little to do, but those are not in Yorkshire, they are in Cornwall and Devonshire, and they are places from which we receive very few recruits indeed.

5865. Colonel Eyre was probably speaking of Lincolnshire?—We get a good many men from there.

5866. Colonel *Nolan*.] Do the Devon and Cornwall men mostly go into the Marines?—Yes, a great number of them go into the Marines, and that is one of the reasons, no doubt, why we get so few recruits from there.

5867. *Chairman*.] Speaking generally, is the localization of the Army, as it at present stands, a direction in which you would see your way to making any considerable economy?—No.

5868. For instance, with regard to the immense mass of correspondence that passes between these regimental districts and the War Office, is it the case that there is an enormous amount of correspondence continually passing between those two quarters?—There is a great deal too much; I think that a great deal of it arose from having indifferent men in command of regimental districts.

5869. Might I read to you a statement which was placed before the Committee last year, as to the nature of that correspondence. This is from the evidence of Colonel Eyre: "If you will allow me, I will give you the heads of certain correspondence connected with the Militia, which might all be stopped at the brigade dépôt. In the Regulations for the Militia, paragraph 2, relating to application for subalterns to be attached to the dépôt for instruction, there is no necessity for that going beyond the brigade dépôt; those are my opinions, and also the opinions of officers in command of brigade depôts. Paragraph 35, Boards for the Examination of Militia Officers, might stop at the brigade dépôt. Paragraph 117, Vacancies to be filled by Officers Commanding Regimental Districts upon the Permanent Staff, providing the non-commissioned officer to fill the vacancy is serving at the dépôt, there is no necessity for that going beyond the dépôt. Paragraph 119, Non-commissioned Officers and others serving upon the Permanent Staff of the Militia, on Army attestations, who desire to continue their service beyond 21 years, that has to go to head-quarters now." And then he mentions "Paragraph 130, Re-enlistment of Pensioners; paragraph 136, and paragraph 193 to 199 inclusive; paragraph 206; paragraph 402 to 404; all those are in the Militia Regulations. Paragraph 21, Section 16 of the Queen's Regulations regarding routes issued for the conveyance of troops." All those are Militia Regulations, and apparently they all have to go from the brigade dépôt to the War Office. Therefore, you can see from all those cases mentioned that it does not depend upon the competence of the officer, but is absolutely settled by regulation?—I think that a good many matters are sent up to head-quarters that need not be if officers in command of regimental districts would assume a little more responsibility; at the same time I confess that we are greatly responsible for centralising more than we need at the War Office; I think that we might decentralise a good deal more than we do. I speak from experience when I say that it is the wish and desire, and has been for a long time past, to decentralise as much as we can, but it is a very difficult thing

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thing to overturn an old established system, and to get people out of old accustomed grooves.

5870. Are you of opinion that the regimental districts might be utilised to do a great deal more work without reference to head-quarters?—Yes, a great deal might be done at the regimental districts which need not come up to head-quarters.

5871. And that would result, would it not, in a great saving of clerical labour and also of time?—Yes.

5872. And I suppose it would result in a saving of your own time?—Yes, and the time of the officers with me.

5873. Sir George Harman told us so last year; he said, "I think his duties so onerous that they do not give the Adjutant General sufficient time to give attention to other matters connected with Army organisation, which it is very desirable he should have time to attend to"; do you concur in that?—Yes.

5874. And you have given evidence to that effect, I think, before the Royal Commission on the Civil Service Establishments?—Yes.

5875. So that it is a matter which has been brought under your own notice?—Yes.

5876. Has any effort been made by the military or civil authorities at the War Office to cure that evil?—Yes, we do that from time to time; we do it more frequently by pitching into officers who send us up papers that never ought to come to us; but it is very difficult, unless you discharge a Colonel now and then, to make him bear the responsibility of his position.

5877. But it is not a question of rebuking officers here and there, it is, is it not, a question of a system and a scheme; and if you are to relieve the head-quarters of a great many of these matters, you must draw up a scheme for the purpose?—Yes; I think that a great deal might be done by a judicious code of regulations; but I think that no code of regulations will be of any use in getting over the difficulty of men who will not assume the responsibility of not sending papers and questions to head-quarters to be decided. I think that our officers have been so long in leading strings, and that the system has been so long rooted in the English Army of always asking a superior for his opinion, instead of deciding for themselves, that it cannot be done merely by a *fiat*, to say from henceforth you are to decide for yourself. You require to have a more carefully selected body of officers to work with if you do that, and I hope we shall have that body by-and-by.

5878. But we may have to wait a long time for it, you think?—Yes.

5879. Mr. Stanhope.] Have you tried to devolve more of your detail work upon your Deputy Adjutant General?—Lately a great deal more. The Deputy Adjutant General now relieves me to a very great extent of detail work, which I formerly had to do.

5880. Chairman.] Is he a new officer?—No, he has always been there.

5881. What did he do before?—He had a great deal to do too. He sees a great number of officers that I cannot see, and always has done so; he has all the leaves of the Army; he is responsible for granting leave to officers, and he does the routine work of the office.

5882. Mr. Stanhope.] With regard to the state of things described in Sir George Harman's evidence, I believe that your detail work has to some extent been taken from you?—Certainly.

5883. Chairman.] But your evidence before Sir Matthew White Ridley's Commission was only given last year?—Yes.

5884. Therefore if there has been any improvement it has been since that time?—Yes; but it applies at this present moment. I have a great deal more detail to do than I ought to have.

5885. That would apply to a great extent to all officers in positions of command, would it not?—It depends very much upon the organization of the staff. In the field, where you organise your own staff, you do not do that; in fact you could not do it.

5886. Are you talking of the clerical work?—Yes. There are a great many
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papers which of course you must write an opinion about, and in order to write opinions about them you must read a great deal, and get the opinions of others; but there is still a considerable amount of routine work belonging to the Adjutant General's office which might, and I hope will be, got rid of.

5887. Again I will ask you whether, if you had complete dictatorial power and were looking about for directions in which to make economy, would you make it in the amount of clerical work that is now required for the management of the Army?—Yes.

Following up that point, I suppose you have given attention to the constitution of the War Office?—Yes. I am not very well versed in the constitution of the War Office as the War Office, beyond what they call the military side of it.

5889. But you are aware that there are an enormous number of civilian clerks there?—Yes; they are to be counted by hundreds, I know.

5890. And you know that a good many of them are receiving very high salaries?—Yes.

5891. And they are all working up to high salaries?—Yes.

5892. Have you formed any opinion as to the possibility of employing military clerks much more largely?—I should like to see them much more largely employed than they are at the present moment, and I think that they might be employed with great advantage to the public service.

5893. And you do not at all agree with those who seem to think, and who have represented to this Committee that disadvantages would arise from an extensive employment of military clerks at the War Office?—I think that you might in the lower division employ non-commissioned officers much more largely than we employ them at the present moment. I think that in the upper division for the heads of rooms and Departments you will require to have men of superior social position to ordinary non-commissioned officers; but as regards the purely clerical work in the lower division I think that you might with great economy employ non-commissioned officers, and certainly without any disadvantage whatever to the public service.

5894. Have you ever pressed that view strongly on the Secretary of State?—I am not aware that I have; I do not think that it has come within my province to do that. I do not think that I have ever been on a Committee or Commission connected with the establishment of the War Office as a War Office.

5895. Are you aware that in the Department of the Military Secretary there is not a single military clerk employed?—I am not aware of that, but I know that there are great objections in the Military Secretary's Office to employ military men, because the work is of the most confidential nature. The most confidential papers come in with reference to the character and conduct of every officer in the Army of all ranks, from the highest to the lowest, and I think that there would be a certain amount of objection to allowing non-commissioned officers to see the very severe wiggings which generals may occasionally get, or colonels, or other officers of rank may get. I do not think either that it would be for the benefit of the service if the non-commissioned officers saw the confidential reports upon officers of the Army. Therefore there may be some more reason in the Military Secretary's Office than in the others for not employing military clerks.

5896. You are aware that military clerks are employed on very responsible work in the Intelligence Department. For instance, General Brackenbury told us that his confidential clerk was a non-commissioned officer?—But he is a wonderful man, he is quite an exception. With regard to my own work, I may say that I should be very glad to employ more military clerks.

5897. Have you many military clerks employed in your department?—We have some. There are two branches of the Adjutant General's Office in which military clerks exclusively are employed, that is to say, in the office of the Deputy Adjutant General of the Royal Artillery, and in the office of the Deputy Adjutant of Engineers, those offices are exclusively worked by non-commissioned officers, and they are worked most effectively.

5898. It was suggested last year that a great saving might be made to the non-effective list, if officers compulsorily retired from the Army on account of age, were given an opportunity of serving in the War Office in the positions which

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which are now occupied by the higher clerks; do you think that that would be practicable or feasible?—So long as you maintain the system of insisting upon men leaving the Army in the prime of life, I think it would be a great economy and advantage that they should be so employed. I may say that we have at the present moment as writers at the War Office, absolutely working at the rate of 10*d.* an hour, some men who have been officers.

5899. Therefore, you think that under some well-devised scheme it would be possible to employ a large number of military men in the clerical work of the Army who are now forced to leave the Army and do nothing?—Certainly. When I said that there were men so employed now I ought to qualify that by saying that there have been; I have not looked over the list lately.

5900. I now come to another question, which was brought before the Committee last year by Sir George Harman, and on which you yourself have expressed very strong opinions; that is to say, the amount of money spent in moving regiments and battalions of regiments from one place to another, both in the United Kingdom and, to some extent, outside the United Kingdom; you have expressed the opinion (I think your words were) that an immense amount of money was squandered in that way; do you adhere to that?—Yes; I think that that arises to a very large extent, with regard to England, from the want of anything like a system upon which our Army is distributed in England; we have troops quartered at places which are very objectionable upon every military ground, and we have detachments at other places where it is impossible to give any reasons for sending troops to them, except that in very many cases we have some old tumble-down barracks there.

5901. There, again, would you say that that was a point in which, if a system could be devised for distributing troops, very large economies might be made?—I should think almost the largest of all.

5902. May I ask whether you, as Adjutant General, or any high military authority, have pressed such a scheme upon the Secretary of State for War?—I have pressed it over and over again, and the Secretary of State has pressed it himself; I do not refer to any particular Secretary of State, but during the reign of each Secretary of State, he has tried to do it. We have, however, always been stopped by two considerations; in the first place, the immediate outlay that would be entailed in creating concentrated barracks at various places, and secondly, by the Home Office, who will never allow us to withdraw the troops which we have at Leeds, Bradford, Manchester, Birmingham, and other places; I forget the number, but there are many throughout the country; we have always been checkmated by the Home Secretary.

5903. In the case of a very strong Secretary of State for War, if a plan was presented to him which offered great economies in the way of the distribution and movement of troops, I suppose he would easily overcome the opposition of the Home Office?—I suppose the tendency on the part of the Secretary of State is, that anxious as he is to look to the future, he has to look to immediate expenditure that such a measure would entail, and it would be considerable in the construction of new barracks. But I might add that the present is the very time when the subject might be taken up with the greatest advantage, because our barracks in many places are almost absolutely unfit for human habitation; they are very inferior habitations for human beings.

5904. On that subject, I daresay you have read the evidence of Sir Lothian Nicholson?—Yes.

5905. And that evidence is largely supported by the evidence of Sir Redvers Buller?—Yes.

5906. Would it be your opinion that before proceeding to any large outlay on barracks, such outlay ought to be carefully considered in connection with a scheme for the better distribution of the troops through the country?—Yes. We have such a scheme; in fact, we have presented many schemes in my time for the concentration of troops, and they have come to nothing, although I think that every Secretary of State was as anxious as we were to carry them out if he had only seen his way to doing so; but he has been checkmated by the two causes which I have mentioned, the first being that the Home Office would

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never allow us to do that, and secondly, we are prevented from doing it by the very large amount of expenditure which any such concentration would entail.

5907. But short of any large scheme of that kind being carried out you are still of opinion that considerable economy might also be effected in the present arrangement as regards the movement of troops?—Certainly; I think that economy, and I may say considerable economy, might be effected in that direction. I may add to that, that we have reduced the movement of troops a great deal within the last four or five years.

5908. Can you give us any idea what the reduction in the expense has been this year, as compared with years past?—Comparing the year 1882-83 with the year 1887-88, in 1882-83 there were 14 changes in cavalry, and in 1887-88 there were 22 changes.

5909. In that case the movement has increased then?—Yes. In the artillery there were 80 changes in the year 1882-83, and 86 changes in the year 1887-88.

5910. So that there again there is an increase?—Yes. But in the infantry in the year 1882-83 there were 58 changes, and in the year 1887-88 only 35; and I fancy, in fact, it is evident from this return with respect to the cavalry, that the increase is owing to the increased care which we bestow upon musketry instruction in the cavalry. In the year 1882-83 there were only two changes for the school of musketry, whereas there were 10 in the year 1887-88.

5911. I have asked you about three different matters: the staff and the War Office establishment, and the movement of troops; and with regard to all three of those matters you have expressed the opinion that economies were quite possible?—Yes.

5912. Mr. Stanhope.] With regard to the concentration of troops in England, is not one of the great difficulties that we have to contend with not only the objection which the Home Office takes to withdrawing troops from large centres of population, but also the enormous opposition there would be from the localities themselves as to having the troops removed?—That is a political question.

5913. But is it not within your knowledge that that question would arise?—It always has arisen. If we move a regiment without a band into a place where the regiment which was there before had a band, there is an immense row.

5914. And if we were to withdraw a regiment altogether from a great town we should hear a great deal about it?—Yes, that is so; and that is a very great punishment to the town in question. We keep a regiment of cavalry at Brighton, for instance; nobody knows why.

5915. Chairman.] This is one of those cases, is it not, in which you would say that political considerations interfere with military efficiency?—Yes.

5916. And you do not think for a moment that political considerations are an excuse for military inefficiency?—They ought not to be.

5917. Nor ought they to be an excuse for waste of money?—Certainly not.

5918. Mr. Stanhope.] I was only asking you if it was within your knowledge that that was one of the difficulties in making the change in the way you suggest?—Yes; but that is not so great a difficulty as the other two matters I have referred to.

5919. With regard to the charges for transport, I have them divided into five separate heads. There are, first of all, the recruiting expenses; those would be very difficult to reduce, would they not?—I think it would be very difficult to reduce them, because if you did reduce them you would interfere with our recruiting system.

5920. Chairman.] Upon that I should like to put this question to you. I happened to be at one of the military centres the other day, and the colonel commanding there informed me that he had to send all the recruits he obtained in York, and in the neighbourhood of York, down to Lincoln to be trained, whereas he said that he could have trained them at York perfectly well and just as efficiently, and have saved the expense of those men's journeys. Having that fact in your mind, do you still think that no reduction could be made in the recruiting expenses?—I cannot answer the question exactly with regard to the particular

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particular case you mention, but it could only have arisen in one way. We have been for the past year almost over our establishment of men. I believe that at the present moment in the whole Army of 186,000 men we are only 400 or 500 men below our establishment. That gives you an idea that we are very full of men. The consequence is that some regiments are over their strength, and in those regiments we have been forced, much against our will, to stop recruiting. I presume that that district to which you refer in Yorkshire was one of those districts where recruiting for that particular regiment was stopped.

5921. No; these were recruits who were recruited for that particular regiment quartered at York, and sent to the dépôt at Lincoln to be trained. The colonel commanding could not train the recruits for his own regiment with his own regiment, but had to send them to Lincoln to be trained?—My answer to that is this: that was done with the greatest possible design, and after serious thought for two or three years. I think that was done whilst Mr. Childers was Secretary of State for War. The reason for doing it was, that it had been pointed out to us by several Commissions and a great number of men who had studied recruiting for the Army that one patent fact was, that desertion from the regiment takes place always within almost the first few months of enlistment; that the most trying time for the young recruit is the first three months of his time. The idea therefore was, not to send him to his regiment, to turn adrift into his regiment a young yokel from the plough, or a young boy who had never been away from home before, into a regiment composed of, more or less, old soldiers who would treat him roughly; but it was thought that, if you could send him to the regimental dépôt, where he would be treated with great leniency, and not dealt with at all in the same, I will not say strict, manner as he would be dealt with in the regiment, he would be trained to discipline more gently, and he would be much less likely to find the regimental life a disagreeable one afterwards. After very serious consideration that plan was adopted, and the great idea that we had and have still is, that by sending men to dépôts for the first three months that they are in the service they are better looked after and are taken care of by the colonel, one of whose principal duties is to deal leniently with them, and perfect them for their duties in a great deal better manner than could be done in the regiments. And I for one attach great importance to that.

5922. That plan is at the same time attended with considerable expense, you will admit?—In some cases it is.

5923. Do you think that the plan which is now adopted has at all limited the desertion from the Army?—I think that desertion from the Army is falling off.

5924. Can that be proved by figures?—We can prove that desertion is falling off, though we cannot prove that that is directly owing to that system.

5925. At the same time do you think that fraudulent enlistment is increasing?—No, I do not think so; I think that we can prove that that is falling off also.

5926. Mr. Stanhope.] My object is to break up the charges for transport into five heads, and to ask you in what way they can be reduced. The next head that I will deal with is Charges for Transport of Reserve; what do you say with regard to those?—Those cannot be touched.

5927. Chairman.] Here, again, let me mention another case that came under my notice in connection with that; of men being sent home from India to Netley to be discharged into the Reserve, who were not discharged at Netley but sent to York to be discharged into the Reserve. There, again, if such a thing as that occurred would that lead you to qualify your answer as to the impossibility of economy being effected?—No, because we always send a man to his own regiment to be discharged. We never discharge men into the Reserve at Netley. We ask a man where he intends to live, and there we send him. That is done for several reasons, the most potent one being that if we discharged a man at Netley, or wherever he disembarked, he would be got hold of by a number of sharks, who would get all his money out of him; whereas we only give him enough money to carry him to his own home and there he receives his deferred pay.

5928. But in the case to which I have referred these men's homes were not
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in Yorkshire; they were sent to the particular regiment to which they belonged; that is to say, they were sent to the other battalion of it; instead of being discharged at Netley, as they might have been, without any expense, they were sent to York?—Of course I do not know what the particular case was that you are alluding to, but the practice is this: the man's papers are made up on board ship, and when he arrives at Netley he is given a railway ticket and is sent off to his home, where he receives his money. That is the system which is pursued.

5929. Where does the formal act of discharge take place?—A man who is passed into the Reserves is not discharged at all.

5930. But there are certain papers that he has to sign, and certain official acts to go through?—He has to sign a paper; I do not think he has to sign more than one. He takes his paper home with him, to his own village, and then he receives, through the post office, the money that is due to him, so that he should have the benefit of spending it amongst his own people.

5931. Mr. Stanhope.] Then, breaking it up into items, the next head I come to is the Movement of Detachments, and the movement of individuals and small parties for the purpose of musketry instruction, which, owing to the small number of ranges which are available in this country, necessarily entails a rather large expense?—Yes, but that would be reduced enormously by the concentration of the troops.

5932. You think that that would be reduced by the concentration of troops—Yes; for example, we have 11,000 or 12,000 troops at Aldershot, and for those men you have none of these charges, whereas for 2,000 or 3,000 men scattered over the country you have considerable charges.

5933. That item last year amounted to 49,000 £., and a considerable economy could be effected on that item, could it not, if you concentrated the troops?—Yes.

5934. With regard to the movement of battalions and brigades on a change of station, there again, if there were more concentration, a considerable economy might be effected, might it not?—Yes, but we should not have the same inducement to do so in that case. At the present moment, I believe, the idea at the Horse Guards is not to keep a regiment at a bad station for more than a certain time. There are certain stations where the men deteriorate, and there are certain stations where the men all marry, which is a great objection. At those stations we try only to leave the men for about one year at the outside; whereas, if we could keep them in large stations, like Aldershot, we could keep them there for five years without movement.

5935. Chairman.] Is that a matter which you, as Adjutant General, have pre-sed for consideration upon the civil authorities, but failed to get it carried?—Yes.

5936. I will come now to another important matter with regard to army expenditure, and that is in the clothing of the British Army; do you think that the clothing of the British Army is an item in which expenditure is carried to a greater degree than is absolutely necessary for the efficiency of the service?—With regard to cost of clothing, I do not think you could dress our Army much cheaper. There are certain articles of head-dress and certain ornaments worn by regiments that are expensive, and which you might dispense with, but taking the Line Army, you might with advantage alter the pattern, though I do not think you could dress the soldier of the Line cheaper than you do now.

5937. I suppose you are aware that the average cost of the clothing of the Line is 3 £. 3 s. 8 d. in England, whereas in Germany the average cost is 2 £. 10 s. 8 d.; that is considerably cheaper, is it not?—I was not aware of that comparison.

5938. But is the German Army better clothed than ours?—I do not think they are worse clothed; their material is good but their clothing is poor. Their pattern is very bad.

5939. It is good enough for fighting, I suppose, and drilling?—They fight under great difficulties on account of their clothing.

5940. One advantage that they have over us is, that when a war is declared every

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every soldier gets a perfectly new outfit from top to toe?—Yes, that is an enormous advantage.

5941. But that is not the case with our Army?—We have not the clothes to give them.

5942. You would say that that is a good arrangement, would you not?—Yes, their system of clothing is far better than ours.

5943. Then are you of opinion that the regimental system that obtains in Germany mainly, is far better than our centralised system?—Yes, but then it would be impossible in our Army. You must remember that our Army is going round like the sun; it is always going round and round the world. The regiments of the German Army are always in the same place, they never move them. If you take the German Army since 1871, they have never moved their head-quarters; whereas every regiment in our Army during that last 17 years most probably have been moved 12 times.

5944. You would say that that is rather more often than is necessary, would you not?—Yes, I think so.

5945. That difference in cost seems a large difference, does it not?—Yes, I did not know it was so large; I should like to go into the items.

5946. The items are all given in General Brackenbury's figures last year; the uniform of the Foot Guards cost apparently 4*l.* 16*s.* 7*d.*—The bearskin is becoming more expensive every year.

5947. The bearskin accounts for 2*l.* Then a cavalry soldier costs 4*l.* 17*s.* 11*d.* to clothe in this country as compared with 2*l.* 18*s.* in the case of a German soldier; so that there again there is a large difference?—Yes; our cavalry dress is much smarter than the German cavalry dress.

5948. I suppose it is not absolutely necessary that such should be the case?—No.

5949. Again, if you were looking to see how you could save money in order to spend money on essentials, would the clothing of the Army be a source of expenditure which you would be disposed to examine very closely?—The Army, I think, ought to have a fighting dress and a show dress, and the fighting dress I would make the undress of the Army.

5950. Mr. *Brodrick*.] Would that lead to economy?—I think so. When you went to war you would not require new suits of clothes for your soldiers if you had a fighting dress.

5951. *Chairman*.] Is it not the case that our soldiers have a greater number of clothes, various suits for various purposes, and they have a much larger number of different sorts of garments than the foreign soldier?—I should not say so. Taking the German infantry as compared with ours, I should say that they had more different sorts of garments than we have. They are given a large box in which they keep their old clothing, and they never move; they may have what they like, and they keep these old suits of clothes to do their dirty work in; they do their fatigues in them.

5952. Then the Germans are not badly off for clothing?—No. If you see them in the streets you never see a man out at elbows.

5953. Although the cost is so much less than the cost of our Army?—I did not know that until you mentioned it.

5954. There is also another point of great importance, the duration of the clothing. It would appear from what General Brackenbury said that the forage cap in England is expected to last one year and with the Germans it is expected to last two years; the great coat in England is expected to last five years and the Germans expect it to last eight years; the helmets last four years in England and 10 in Germany; the British soldier has three pairs of trousers in two years and the German soldier has two pairs of trousers in 2½ years. Practically one pair a year. In England the waist-belts are expected to last 12 years and in Germany they are expected to last 15 years; in England the knapsack and valise are expected to last six years, and in Germany they are expected to last 12 years?—They are made of different material. The German pack has always been made of cowskin, whereas ours is made of very much lighter material.

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5955. And the ammunition pouch in England is expected to last 12 years, and in Germany 36 years :—Yes, and very poor ones they are ; very inferior leather, I should say.

5956. And the rifle sling in this country is expected to last eight years and in Germany 24 years ; so that it is evident from these figures, which have been before you previously, I suppose, that the Germans not only pay less for their things but make them last longer ?—Yes.

5957. Do you not think that to some extent their example might be followed in this country ?—If all these figures are accurate, I think we might do a great deal towards imitating their example. At the same time, you must remember that our Army is a voluntary Army, and if you do not dress the Army well you will not get recruits. If you can compel a man to wear an old coat it is very different from asking a man to come and wear an old coat.

5958. These figures are supplied by the Intelligence Department ?—Yes.

5959. So far as I gather, you think it is a subject that might very well be examined into ?—Yes.

5960. In connection with this question of clothing, I want to ask you some questions upon a matter that bears also upon the expense of the change introduced into the Army ; I do not quite know how long ago, but not many years ago (I think it was in 1879), forcing a soldier to give back his old clothing to the military authorities ; has the effect of that change ever been brought under your notice ?—Yes.

5961. Both on the soldier and on the question of expense ?—Yes.

5962. Has it not had a bad effect in both directions ?—Yes, but that has been altered again lately ; part of the clothing belongs to the soldier now ; it has been changed within the last two or three months.

5963. That has not been promulgated in the Army, has it ?—Yes, it certainly has.

5964. Only three weeks ago I was at York, and I was shown by the colonel and by the adjutant of a regiment an enormous stock of old clothing that was going to be sold, and the enormous amount of book-keeping which the taking away of this clothing from the soldiers necessitated ; there were very great complaints made about the work and about the expense, and they certainly knew nothing of any change there ?—It was a very bad system, I can tell you that.

5965. Mr. *Brodrick*.] The change was with regard to certain small articles, was it not, which it would not have been remunerative to the public to retain ; it was not a change of the whole system ?—I beg your pardon, I thought it was rather more than that.

5966. The change was with regard to the smaller articles, which in a military point of view it was found desirable to make ; smaller articles represent numerically an enormous proportion of the work necessitated by the system ?—But about the tunic ; that is the great point ; is that the property of the Government still ?

5967. Yes, that still remains the property of the Government ?—I did not know that.

5968. *Chairman*.] Anyhow we are content with getting from you that your view of the case is that taking the clothing away from the soldier, instead of allowing it to become his own property, has worked badly with regard to the soldier himself and with regard to the question of expense ?—I think it was a very unwise measure. There were two reasons for doing that. First of all, the authorities were very anxious to prevent the soldier selling his old tunic in the market, because it helped desertion. You went down to a small garrison town and found in the old-clothes' shop dozens of tunics hung up for sale ; you went in and you said, "This tunic belongs to the Government," and the man said, "Oh, no, I bought it from a soldier as old clothing." Then you said, "No man had the right to sell the clothing." It was felt to be better that no man should have the right to sell clothing at all, and if it belonged to the Government they could sell it. The Government sold it and pulped it up generally. That was one of the reasons that induced the Government to take the tunic away from the soldier. But it must also be remembered that when it was taken away, the

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the soldier got a *quid pro quo* ; he was not deprived of his dress and given nothing in return.

5969. Have you ever seen that *quid pro quo* which is given him in return ?—Yes, I know all his clothing given to him.

5970. But have you ever seen the suit of clothes which is given to him in return ?—Yes, often.

5971. Do you think that is a present which he would thank you for ?—I think the soldier is not treated as liberally as he might be, and as he ought to be in the matter of clothing. There are several points in which that is the case, and clothing is one of them. I think it acts injuriously upon the Army to take the old clothing away from the men.

5972. Does it not often occur that when recruits come into a regiment, instead of being given a new uniform, they are constantly given a part worn uniform ; say, a pair of trousers and a tunic ?—Until quite lately they used to be given old trousers, but that has been stopped now.

5973. Since when has that been stopped ?—Since last year, as well as I can remember ; I cannot carry all these dates in my head.

5974. It is very odd that local commanding officers should be in ignorance of that ; I saw the other day at York several pairs in one set of old trousers which were being kept for recruits to wear when they joined the Army ; and they said that they were not justified in selling the worn-out clothing of the soldier ?—I thought they had done away with that. I have written several times very strongly about that. I have written to the Secretary of State, making very strong appeals against giving the soldiers old clothing at all, but more especially trousers, to which I know strong objections are made ; the men do not like it, and it prevents a man of a better class coming into the Army if he knows that he is to be given a pair of dirty trousers which have been worn before by perhaps a dirty soldier.

5975. And it may be also the source of contagious disease, may it not ?—Possibly. One of the objects was, of course, to get the money. I think the old clothes realise 25,000 *l.* a year.

5976. Turning to another question, we have had a great deal of evidence upon the deferred pay, and the effect of deferred pay ; have you given any study to the question of deferred pay ?—Yes.

5977. Are you aware that it amounts to a very large sum ?—Yes.

5978. And that it will amount to nearly half a million in two years' time ?—Yes.

5979. Is that in your opinion a profitable and advantageous way of giving pay to the soldier ?—Yes, certainly, I say it is. I know a great number of men who could bring forward examples, and I could do so myself, where the men have spent their deferred pay most injudiciously ; but I hope the time will come when they will be better educated, and when they will be better able to dispose of their money than they are now. The deferred pay is an enormous boon to every good man, and I think you must legislate for the good and not for the bad man.

5980. Do you think that it is better for the soldier to have this 2 *d.* a day than to spend the same amount on giving him an extra meat ration ?—That would mean a reduction of his pay. I should be very glad to see him get an extra ration of meat ; but if you converted the deferred pay into a ration of meat, I do not think the soldier would thank you.

5981. With regard to the future recruits, I mean ?—I do not think he would like it. I think it is an immense thing for a soldier to look forward to this lump sum of money that he is to get, 3 *l.* a year, for every year he served. He goes to his native village, and if he has served five years he gets 15 *l.*, which is enough, for instance, to start him in a little business, or he marries upon it perhaps, or it enables him to live for the first two or three months without doing anything, while he looks about him ; whereas, if you turn him adrift with no money, he goes to his native village and is a pauper, with no means of supporting himself for the first week or ten days.

5982. Are you acquainted with many instances where deferred pay has worked well in the manner you have stated ?—Yes, a great number of instances ;

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and I am acquainted with a number of cases where it has worked badly.

5983. Is the question of deferred pay connected more or less with the Reserve?—Yes.

5984. About the Reserve we have had strong evidence from Colonel Duncan, and from, I think, the Duke of Cambridge, but certainly from Colonel Duncan, to the effect that any money spent on a Reserve for the Cavalry and Horse Artillery was money absolutely thrown away; those were his very words; would you agree with that?—Not at all; on the contrary, I think it is money better spent than any money that is spent in England, taking the Reserve generally.

5985. Do you think that money would be better spent on making a Reserve for the Cavalry and Horse Artillery, than in keeping the Cavalry and Horse Artillery up to their full strength?—Yes, certainly, if you spend the same money in both cases. If it is a question whether if you spend 1,000 l. on the Reserve men for the Cavalry and Horse Artillery, or on keeping a few extra men with the colours, it would be far more advantageous to the Army that that same amount of money should be spent on the Reserve, than in supplying you with a few extra men and horses for the Cavalry and Horse Artillery as it exists in peace time.

5986. Therefore you think that the Reserve for the Cavalry and Horse Artillery is of equal value with the Reserve for the Infantry?—No, I do not say that. I say that they all have very great uses. The Reserve for the Infantry is the most effective part of the Infantry force that we have got to depend upon. I do not say that of the Reserve for the Cavalry, except of the men who have only been one year away; I think those are the best men in the Cavalry, perhaps; but the men who have been away from the Cavalry regiments for four years, I think, are not nearly so good as Cavalry men, as the Reserve Infantry soldier who has been that same number of years away from the colours. But you must remember that in any Cavalry regiment suddenly called up to take the field it requires 50 or 60 drivers for the regimental train; those men would be the Cavalry Reserve of that regiment, and they would be the best men you could have for the train; they would understand the management of horses, and the riding and driving which would be required of them would be of such a mild nature that they would be quite able to perform it.

5987. If you utilised your Reserve as drivers, how would you bring up the Cavalry Reserve from peace strength to war strength?—The Cavalry Reserve is tolerably well up with the men who have only left the regiments during the last one or two years. I would point out the fact that the only time we tried the Cavalry Reserve was in the war of 1882 for Egypt; we sent out the Cavalry Reserve men to Cyprus for the Depôts formed there, and we had most satisfactory reports from the officers commanding the Cavalry Depôts; they reported that the men fell very quickly indeed into their work; and that is the only time we ever tried them.

5988. Sir *Frederick Fitz Wygram*.] I think, in regard to Cyprus, you only called out the men who had left a single year?—That I cannot remember.

5989. I was at Aldershot at the time, and only the men who had left in the previous year were called out, who would of course be perfectly efficient?—Yes, naturally; and the others would make drivers.

5990. *Chairman*.] Do you think, considering the very large sum of money which is spent on the Reserve every year, that it would be wise to put any reliance upon the Reserve in its present form, unless there is some provision for an annual muster of the men?—I think it is a most short-sighted and fatal policy not having the Reserve out once a year; they are the backbone and mainstay of the Army, and yet with the policy adopted by us for economical reasons, we have no means whatever of knowing whether this Reserve is absolutely healthy and strong; the men may have lost their legs or arms since they went into the Reserve, and we have no means of knowing. I have no doubt that there may be cases of Army Reserve men drawing Reserve pay who do not exist at all. We have no means of knowing whether the Reserve

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[Continued.]

is in the country; we never see them, and we do not even know whether they are hale and healthy men.

5991. *Mr. Brodrick.*] But a man has to draw his pay?—He has to draw his pay through the Post Office, and personation can go on to any extent.

5992. He has to attend to do so?—I do not think so; I only give you my knowledge of that. The last appeal that we made was this: we said, Let us even see them once a year, when we pay them. The last memorandum I recollect writing about, it was to that effect. If you will not let us drill them, let us see them once. There were several papers put in with reference to drilling of the Reserve; but it was stopped on account of the money. We said we should be content if they would even be made to go through the form of qualifying as efficient in a volunteer battalion. That was stopped.

5993. *Chairman.*] On what ground was that stopped?—Money, economy.

5994. How could such grounds as that arise; how could it be attended with expense except so far as regarded their being additional members of volunteer corps?—In no other way; that was the only excuse they gave; it meant giving a capitation grant to the men of course.

5995. In any case would not the expense of an annual muster, considering the district arrangements, and the way in which the regiments are distributed over the country be comparatively minute?—One day's pay a man per year would cover it.

5996. And bearing in mind the relation to the whole Reserve of that expenditure, half-a-million of money would be hardly worth consideration?—I think not; I think it is a most suicidal policy with regard to the Reserve.

5997. It is rather a good illustration, is it not, of spoiling the ship for the sake of a hallow of tar?—Yes, quite so; I have said that the Reserve is the backbone of our Army. No other foreign nation has adopted the system that we have adopted for our reserve.

5998. And you would advocate that the Reserve men should not only be mustered and inspected, but that they should do a certain amount of drill, at any rate, with larger regiments?—I would suit the men's convenience entirely. I would let them either become efficient with the volunteer battalion, or join a regimental dépôt in the winter when they are hard up for work, when I believe large numbers of them would join; I would let them even then do a week or 10 day's drill, or I would let them join the Militia. As long as we had them under our care in some way or other, that is all I think that would be required of them.

5999. And you have pressed this view very strongly on the civilian authorities?—Yes.

6000. And fruitlessly?—It has come to nothing.

6001. *Mr. Childers.*] Did you say a week or 10 days?—I said a week or 10 days; I should prefer 10 days.

6002. *Colonel Nolan.*] What would you do if a man had to give up a situation?—I should be very lenient to the men, and suit their convenience.

6003. Take that case of a man to give up his situation; how would you deal with him?—It would depend what the situation was. Take the police, for instance, I would exclude them. There are not very many places where a man would lose his employment except the police, or warders of gaols or lunatic asylums.

6004. But those are all public things that might be arranged; but if he simply has civilian employment and has to give it up, what would you do?—He would have to go up and do his training; that is his paramount duty.

6005. *Chairman.*] I turn to another cause of expense in the Army, and that is the Pay Department of the Army; has the expenditure connected with the Pay Department of the Army ever been brought under your notice?—It is not a subject that I know much about, but I have had it under my care, because recently it has been dealt with in the War Office.

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6006. Are you aware that it costs nearly 200,000 *l.* a year?—Yes, about that.

6007. And that a large portion of that expense is incurred on behalf of the Regimental and District Paymasters?—Yes.

6008. Would it be possible, if economy was a really great object, to provide that most of the duties now discharged by the regimental and district paymasters, should be discharged by the regimental officers in addition to other duties?—At the present moment we are trying an experiment which will I believe, prove so advantageous both for economy and efficiency that it will be adopted. It is the system of district audit. I suppose you know that we have now monthly accounts for the Army instead of six-monthly, which we formerly had.

6009. Yes; and we know that that has increased very greatly the clerical work at the War Office?—Yes, but I hope by the system now being tried at Colchester, and I hope very shortly it will be tried at Aldershot and some other stations, there will be an economy in this way: the audit instead of being made at the War Office will be made locally by men representing the War Office. Take Aldershot for instance; you might have a certain office, which I believe will be established shortly, with three or four men who have been Paymasters or War Office Clerks, and they will get the whole of the accounts direct from the captains of companies, and they will audit them, and send nothing up to the War Office except matters which they cannot deal with themselves, such as the interpretation of warrants or some difficult account. But they will themselves do the whole audit of the regiment, and then the accounts having been audited, they will be sent up to the War Office, and there they will have nothing more than a test audit of a mere formal nature; and that I presume will lead to a very large reduction of War Office clerks.

6010. Under this plan will the regimental paymaster disappear as a separate officer?—Yes.

6011. And the captains will pay their own troops?—They do pay their own troops; but so far as regards the issue of pay, and what we may call the banking of the regiment, that might be got over very easily. We have a man called the Assistant Adjutant of the Battalions, who teaches recruits musketry; I think by giving him some small extra pay he would be able to do all the work required of him.

6012. You are aware, of course, that the Committee have been given to understand that last year there was going to be great reform in the Paymaster's Department of the Army; but the Estimates this year show no appreciable reduction?—Yes.

6013. Do you think that a great reform is coming into existence?—I think that great reform is wanted, and I think it is coming. I think that a very large economy might be effected in the paymasters; I should say between 20,000 *l.* and 30,000 *l.* a-year, without having gone very accurately into the accounts. That I know was the impression left upon my mind when I wrote upon it last year.

6014. *Sir Frederick Fitz Wygram.*] I think you are aware that the reform of the Paymaster's Department has been spoken about for many years past?—Yes; I think so.

6015. And the War Office have never carried out any scheme?—I should not say that, I think.

6016. And never will?—I cannot say that.

Tuesday, 26th June 1888.

MEMBERS PRESENT:

Mr. Brodrick.
Dr. Cameron.
Mr. James Campbell.
Mr. Childers.
Lord Randolph Churchill.
Captain Cotton.
Sir William Crossman.
Sir Frederick FitzWygram.

Mr. Henry H. Fowler.
Mr. A. Gathorne-Hardy.
Sir Henry Havelock-Allan.
Mr. Jennings.
Colonel Nolan.
Mr. O'Kelly.
Mr. Picton.
Mr. Stanhope.

THE RIGHT HONOURABLE LORD RANDOLPH CHURCHILL
IN THE CHAIR.

THE RIGHT HONOURABLE VISCOUNT WOLSELEY, K.P., G.C.B., G.C.M.G.;
further Examined.

6017. *Chairman*] YOUR Lordship, in answer to Question 5847, stated that there would be an enormous saving if you reduced the establishment of your Generals by one-half, which would not interfere with the efficiency of the Army; and I would ask you if you would give us some more detailed information on that head?—Speaking in round numbers, I cannot carry the exact numbers at the present moment in my head, I think we have about 70 or or 68 Generals employed; and my contention and idea is that no man ought ever to be made a General unless you have a General's vacancy ready to put him into. I would, therefore, if I had the power to do it, let the Generals' list die out by degrees; but that would require to be done with a considerable amount of caution. You could not do it at one fell swoop, because we have before, from time to time, owing to our system, made Generals who are not fit to perform the functions of Generals, and therefore you have on the list of Generals men whom I should be very sorry to see employed in that position. On that account I do not think it is possible to reduce the Generals' list exactly by one-half by one stroke of the pen; but in a very short time you ought to be able to reduce them to that number; and if that were done in future my idea would be that when a position amongst the General Officers employed became vacant, the Commander in Chief should select the best Colonel who, in his opinion, would be the best man to put into that place, and make him a General. I might also add that that would be an immense economy; but besides that it would be a very great advantage to the efficiency of the Army in many ways, and notably in this way. At the present moment a man who may be a very good man may be employed on the Staff of the Army for five years, and at the expiration of the five years, there being so many other Generals to be employed, it may be necessary to let him remain on half-pay three or four years unemployed, when he forgets a great deal of the useful experience which he had acquired during his term of office. I believe, having once selected a man to be a General, and assuming him to be a very good man, the more constantly you employ him the better it would be in the interests of the Army and of the State.

6018. You said that under our system men have been frequently or constantly employed as Generals who were not fit to be Generals?—Yes.

6019. What is the peculiarity of the system?—Seniority. It is the same thing that holds good in the Navy. At the present moment a man becomes an Admiral when he is the senior Captain on the list. If a vacancy occurs amongst the establishment of Admirals the senior Captain is made an Admiral; and with us, until lately, the senior Colonel was made a General when a vacancy

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occurred upon the establishment, unless there was something outrageous in his previous history. Latterly, I am glad to say, we temper that with selection to a certain extent. Out of every three vacancies one man is selected.

6020. I thought selection was to be, and had been for many years, the main guide for promotion in the Army?—It has never been laid down; it certainly has not been the practice.

6021. Was not the understanding, when purchase was done away with, that selection was to be the main basis on which promotion was to be carried on?—I think it was the popular idea.

6022. And that has never been carried out?—It has never been fully tried. I do not mean to say that in many instances selections have not been made; many of our best Generals at the present moment have been selected. Sir Evelyn Wood, General Brackenbury, Sir Redvers Buller, poor Sir Herbert Stewart, and others whose names I cannot at the moment remember, have been promoted for their superior ability and distinguished conduct in the field, who were quite junior in rank; so that we have made exceptions occasionally, and selected men; but that is the exception and not the rule.

6023. How would economy arise if your change were carried out as you recommend?—We should have a fewer number of men to pay as general officers and to pension.

6024. And you think that that economy would be considerable?—Certainly.

6025. We were told last year by General Brackenbury that the actual number of full Generals on the active list was 15, of whom nine were employed and six unemployed?—I cannot carry the numbers in my head; I thought there were only 13, but I do not remember.

6026. Perhaps it has changed since last year?—I do not think so. I daresay General Brackenbury gave the correct figures, because he was prepared to give evidence on those numbers; I am not.

6027. Mr. Childers.] The numbers have been in course of general reduction since 1882?—Yes, in 1882 the number was reduced by one-half.

6028. Chairman.] How was that done?—By the decision of the Secretary of State for the time being, who I think was Mr. Childers.

6029. Then it was done in a moment?—The decision was given in a moment, but the reductions took place gradually.

6030. Then of the Lieutenant Generals there were 46 last year, of whom 13 were employed and 33 unemployed; that would be an enormous proportion of unemployed to employed, would it not?—It would be a very large proportion, but I presume that they had not been reduced to their fixed establishment when that evidence was given. The reductions took place so gradually that it took several years before they were brought down to their fixed establishment.

6031. We were told by Sir George Harman that the actual establishment of Generals was 140, and that out of that 140, only 63 are employed?—I thought it was 70.

6032. It may have been changed since then?—No, I am quite sure he was right.

6033. That would leave an enormous proportion of unemployed Generals, would it not?—Yes, I consider it is a very absurdly large number; I can understand no reason for that large number of unemployed men.

6034. It appears that the unemployed Generals are on half-pay?—I forget whether they call it half-pay or not; it is the ordinary pay of the rank.

6035. According to that an unemployed Major General costs the country 500 l. a year?—Yes.

6036. And an unemployed Lieutenant General costs 650 l. a year?—I suppose so.

6037. And a full General 800 l. a year?—Yes.

6038. I suppose the economy would arise in those unemployed Generals ceasing to exist, and whatever half-pay there was would be drawn on a lower scale by the officers unemployed?—They would be retired most probably before they become Generals

6039. And

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[Continued.]

6039. And would draw a lower scale of pay?—Yes, I think that Major Generals retired receive 550 *l.* a year when unemployed.

6040. This is what General Brackenbury said at Question 3856: “The remarkable point of this is that we have 70 Generals employed and 109 Generals unemployed; that is to say, 109 Generals for whom there is no work. (Q.) Are they on half-pay? (A.) They are all on half-pay; and their respective rates of half-pay are 500 *l.* a year for Major Generals, 650 *l.* for Lieutenant Generals, and 800 *l.* for full Generals”?—My idea is that all unemployed Generals get about 500 *l.* a year; but I am not at all well up in questions of pay for any rank.

6041. Of course Major Generals, Lieutenant Generals, and full Generals get different rates of pay?—I do not think so when they are unemployed.

6042. Do you think that General Brackenbury would be likely to be wrong?—No; he came prepared for these questions and he would certainly be right.

6043. I suppose that the large number of unemployed Generals arises, to some extent, from the scale of compulsory retirement in the Army?—No, not at all. The large number of unemployed Generals entirely depends upon the fact that there is an establishment laid down for General officers, that establishment being 140 as well as I remember; and when a vacancy occurs in that establishment it is filled up, although you have only employment for about half that number.

6044. Then it really rests with the War Office entirely to keep that establishment low, or to keep it high?—It is fixed by Royal Warrant.

6045. I suppose that an establishment that provides for 109 unemployed Generals receiving these rates of pay, is an absurdly high establishment?—I think it is an absurdly high establishment.

6046. General Brackenbury told us that in Germany no appointment hardly is ever made to the rank of General unless there is a place in active employment vacant for a General; is that so?—I am almost sure of it. Occasionally, of course, a man is ill, and has to retire for temporary illness, and his place may be filled up. That is a system that I should like to see hold good in England.

6047. I should like to ask you how you account for the great difference in the rates of remuneration paid to German officers of high position, and the rates of remuneration paid to English officers of high position. We find that a German Major General who is employed as Major General of brigade, receives 705 *l.* a year, and an English Major General in command of a brigade receives 1,279 *l.* a year, which is nearly double; do you think that that difference of pay is altogether to be explained by the different circumstances of the two countries?—Yes; I think that everybody is much better paid in England than they are in Germany, and that in all phases of life, whether military or civil, the expenses of living are greater in England than in Germany. For example, I believe that Prince Bismarck receives about 2,000 *l.* a year.

6048. He has got other payments besides, and a great house?—He has something under 3,000 *l.* a year, whereas all our ministers receive 5,000 *l.* a year.

6049. Not all; only some?—Most of them do.

6050. Do you think that that is a sound comparison to make between the pay of our Ministers and the pay of Prince Bismarck; that because there is so great a variation between the pay in those two cases, there ought to be so great a variation between the pay of the officers of one army and another?—I have never worked it out as a rule of three sum; but I think that the same proportion runs through almost all the scales of pay, civil and military, in Germany and in this country.

6051. Coming to Lieutenant Generals there is a still more startling discrepancy. The German Lieutenant Generals, including pay and allowances, receive 1,061 *l.* a year, and the English Lieutenant Generals, exclusive of table money, which is granted when in command, receive 2,573 *l.* a year, very considerably more than double; would it not strike you as being possible that the rate of pay as compared with the German rate of pay was susceptible of reduction?—Speaking from experience, I know as a positive fact that in England

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commands have more than once lately been offered to men who refused them, because they knew they could not nearly cover their expenses by the amount of pay they would receive. There are notably one or two positions in Great Britain and Ireland which it would be utterly impossible for a man to hold, if he had no private means of his own.

6052. How many Lieutenant General commands are there?—Three at home: one in Ireland, and two in England, besides the Commander in Chief. There is the General Officer Commanding at Portsmouth, and the Commander of the Forces in Ireland; and at Aldershot there is another.

6053. Is it not rather the case that a General holding high commands, such as you are alluding to, is under the impression that it is his business to entertain and receive on a considerable scale, quite apart from his military duties?—He has to entertain officers of his garrison, and it is also expected of him, I think, if he is living in a country where he makes the acquaintances of the surrounding people, to entertain them; and he does so, so far as his limited means will admit.

6054. Do you think that entertainment and reception, which appears to be the custom with these gentlemen holding these appointments, is a matter for which the country ought to pay; do you think that the taxpayers ought to find the money for reception and entertainment?—I am very sorry to say that the country does not pay it. I maintain that the men who do that are obliged to do so out of their own private means, and that the amount of money given to the Major Generals and Lieutenant Generals employed in England is not sufficient to enable them to live, I think I might say, as gentlemen in that position of life.

6055. Do you think that German Generals do not live like gentlemen?—Not according to our notion of the social position of a gentleman in England. They live, I think, in a very small way; many of them live in small houses which are provided for them by the Government, and they live in the very simplest fashion.

6056. Most Generals in this country have houses provided by the Government, have they not?—Now a good many of them have. I think most of them now have houses provided by the Government; but that is a recent arrangement.

6057. *Sir Henry Havelock-Allan.*] Within the last five years?—Yes, but they have to furnish those houses themselves.

6058. *Chairman.*] It is a very curious fact, is it not, that if we take the pay of a German General commanding a regiment, and an English Lieutenant Colonel, we shall find that the rates of pay are very nearly the same?—Yes, I know that to be the case; in nearly all the regimental ranks they are very much the same, but then our regimental ranks are very badly paid as regards the officers, if you take into consideration the expenses they have to incur. I am not arguing in favour of giving them increased pay; but I am merely stating what I believe to be facts.

6059. It is a fact, assuming as we must that the figures of General Brackenbury are correct, that an English Lieutenant Colonel commanding a regiment receives 418 £, that is including his lodging allowance and his fuel and light allowance, and a German Colonel commanding a regiment, including lodging and extra lodging allowance, receives 515 £; so that a German Colonel receives nearly 100 £ more than an English Colonel?—Yes.

6060. On that calculation, I suppose you would argue that we ought to raise the pay of an English Colonel to be at least 300 £ or 400 £ more than that of a German Colonel?—No; I do not think it is at all necessary to increase the pay of the regimental officers of the British Army.

6061. Surely the same argument as to the scale of living applies to a Colonel as much as to a General?—First of all the two men have to live on a very different scale, and then it is a question of supply and demand. You have a very large number of people who are anxious to become officers in the Army, and who are always prepared to accept these regimental positions of lieutenant, captain, and

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[Continued.]

and colonel. But I find that there are amongst the number of general officers many who cannot afford to take the position of generals in command at home.

6062. That is because there is such a large amount of entertainment required?—Because they require to buy horses, house furniture, equipment, &c. You must remember that they are taken from half-pay, when they have no horses of their own, and they have to buy several horses; then they have to furnish their houses, and I think I am not saying anything at all extravagant when I state that the Major General appointed to command a brigade, say at Gibraltar, Malta, Aldershot, or anywhere in England, requires an immediate outlay, on the day he is appointed, of 1,000 *l.* I do not think he could possibly fit himself out with less; and I put it down at the lowest scale. I have no doubt that many general officers would laugh at me if I said that they could provide themselves with all that is necessary for that sum. A Major General in the German Army goes down with a horse provided by Government, I presume; he moves into a house furnished and found by the Government of Germany, and he has very few expenses.

6063. Do you wish the Committee to understand that German Generals content themselves with one horse furnished by the Government, while an English General buys several horses out of his own pocket?—I am only speaking in a rough way; I have not got figures before me, and I do not remember them to tell you exactly. The German Generals on peace may have two or three houses, but their establishments are much smaller, and of a more homely nature than the establishment of an English General. In the same way if you go into private life in Germany you find that a gentleman lives in Germany in a much smaller way, that is the best adjective I can make use of, than an English gentleman would; the mode of life is cheaper.

6064. It appears from the figures put before us last year that there are 13 lieutenant generals employed?—Throughout the world I have no doubt it is so; that takes in the staff.

6065. When we get to full generals, we find that in Germany a full general receives 1,518 *l.* a year; I suppose that would be someone like General Von Moltke; he is a full general?—He is a field marshal.

6066. And an English full general receives 3,609 *l.* a year, that again being considerably more than double; and apparently we have nine employed full generals receiving that rate of pay?—I do not know at the present moment.

6067. What would be meant then in saying that nine of the full generals were employed?—It may be that they are governors of colonies, and they may be in India; the Commander in Chief in India, for instance.

6068. Sir William Crossman.] They may also be drawing only a Lieutenant General's pay?—Of course they may.

6069. Chairman.] This is General Brackenbury's statement: the actual number of full Generals on the active list of this country at the present moment, is 15; of whom, including the President of the Ordnance Select Committee, and the Governor of Jamaica, nine are employed and six unemployed. If that is correct I suppose the nine employed generals would be receiving 3,600 *l.* a year?—Not from Army funds, certainly.

6070. If not from Army funds their other pay would be taken into consideration; they are practically receiving full Generals' remuneration?—I do not know of any full General employed anywhere being paid as a full General. I cannot remember one. I am a full General, but I am not paid as a full General.

6071. Sir William Crossman.] General Sir Lintorn Simmons at Malta?—He is Governor of a Colony, and he is paid as Governor of a Colony.

6072. Sir Henry Havelock-Allan.] So is Sir Henry Norman, the Governor of Jamaica?—Yes, so is Sir Arthur Hardinge, at Gibraltar.

6073. Sir William Crossman.] And Prince Edward of Sax Weimar is paid as a Lieutenant General?—Yes.

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6074. Chairman.]

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[Continued.]

6074. *Chairman.*] I suppose you are aware that an English Major and a German Major receive about the same rate of pay?—Yes, I know that all the regimental rates are about the same.

6075. And an English Captain and a German Captain?—Yes.

6076. Therefore considerations which, in your opinion, impose far larger rates of pay on English Generals as compared with German Generals do not apply to regimental officers?—No, for many reasons; the rates of pay for English regimental officers were fixed at the time when men purchased commissions to begin with, and were not fixed at all in regard to the amount of duty to be done by the men. When these rates of pay were fixed, the Army was looked upon as a profession into which men went very much for their amusement, and for which amusement they paid very heavily themselves; so that I do not think it would be possible to draw any comparison between regimental rates of pay in Germany, and the regimental rates of pay in England, one being established under the purchase system, and the other under the non-purchase system.

6077. The Major Generals are compulsorily retired at the age of 62, are they not?—Yes.

6078. And Lieutenant Generals at the age of 67?—Yes, and Generals.

6079. Do you think that the limit of age could be extended?—No, I hope it never may be. I think you might extend the ages for the junior ranks for the purposes of economy, and only in the interests of economy; but if so the only salvation is to have young General Officers. I do not think it would interfere much with the efficiency of the Army if you had a few old Captains, Majors, and Colonels, but I think that it would be most seriously injurious to the interests of the Army to have old Generals.

6080. The Colonel now, as a rule in the Army, cannot command his regiment for more than four years, can he?—I think the Commander in Chief has lately been given permission to continue them two years longer.

6081. It very often happens, does it not, that they command the regiment for much less than four years?—In the past; but in the future it cannot be so.

6082. In future they must have four years' tenure of office, must they?—Yes; and the very good ones will have six years, and I think that that might be extended with advantage to the Army generally, and in the interests of economy.

6083. And you think that it would produce economy?—Yes, certainly.

6084. On the non-effective list?—Yes; I think that it is a very foolish thing to send a man about his business after having been four years in the command of a regiment in the full vigour of middle age, and when he is thoroughly efficient owing to the experience that he has had from commanding a battalion or a regiment.

6085. Still, more or less keeping to the same subject, we were told last year, by General Brackenbury, upon the question as to whether the British Army has more officers than is necessary, that a German regiment, in the event of going to war, has nine officers of a rank above Captain commanding 3,000 men; but that in the army in this country a force of 4,000 men would have 27 officers of a rank above Captain instead of nine in the German Army for 3,000 men, showing an immense disparity in the number of officers in rank above Captain?—Yes; that is because we created for the purposes of promotion many years ago, not in the interest of the service, at least it was not urged from a military point of view, a very large number of Majors in our Army. We began by making all the Captains commanding batteries of artillery, and Captains commanding companies of Engineers, Majors at once. So far as I was concerned, in my own opinion it was unnecessary; and I think so still.

6086. Did that lead to increased pay?—Yes.

6087. So that was a very expensive change?—Yes.

6088. When was that arrangement made?—That was part of the outcrop of the abolition of purchase; it was done by Lord Cardwell. Then the next step in the programme was this. It was urged very properly by the Commander

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in Chief if you did not give a corresponding proportion of Majors in the Infantry and Cavalry, you would be treating those arms very unfairly compared with their more fortunate brethren in the Artillery and Engineers. This led to a general level up, as I might call it, throughout the whole Army, and a proportionate number of Majors were made in the Cavalry and Infantry, to meet that objection. That was the whole secret of our having this plethora of Majors in the Army.

6089. Is that plethora still continuing?—No, it has been somewhat reduced; they have reduced quite lately the second Lieutenant Colonel of all battalions, so that the senior Major takes the place of second in command. That is a great economy.

6090. And that was a part of the cost that we had to pay for the abolition of purchase?—Yes, it was part of the outcome of the abolition of purchase.

6091. General Brackenbury stated that, in his opinion, if the German proportion of officers is to be criticised on the side of insufficiency the British proportion of officers is to be criticised on the side of excess; do you concur in that opinion?—As regards the Majors, certainly.

6092. You would limit it as to the number of Majors?—I would limit it as to the number of Majors. I have not figures before me, and therefore I cannot make quite an exact comparison, but the rank of Major, of course, is the principal rank concerned. The captain in Germany commands the company, whereas in England half our companies used to be commanded by Majors, and even still several are commanded by Majors.

6093. Any excess of officers, of course, is very prejudicial to economical interests?—Yes; but at the same time it may be very advantageous to the discipline and efficiency of the Army. I know from my own experience through talking to Germans on this subject that the great outcry in German regiments has always been for more officers.

6094. That is what General Brackenbury told us. I come now to the last matter upon which I will trouble you. I wish to ask you a question or two on certain changes which have been made in the constitution of the War Office latterly, with regard to the preparation of the Estimates. By the new Order in Council defining the position and duties of the Commander in Chief, he is charged with preparing the Estimates for all the Military Services. Of course you are head of the Commander in Chief's Department under the Commander in Chief, and therefore any duty of that kind would mainly rest upon you?—Yes.

6095. What construction do you put upon those words, "with preparing the Estimates for all the above services"?—I have nothing in the past to guide me at all. I conceive that the Estimates of this year were framed in an almost exactly similar manner to the Estimates of last year; but I hope that in the future what will take place will be this: that when the Estimates first come under the consideration of the War Office, which is generally about the beginning of November, the Commander in Chief will be asked to lay before the Secretary of State for War a full statement of what he considers is necessary as regards the number of officers and men to be kept up for the military services of the country; and that in addition he will be asked what kind of stores, munitions of war, and new material he requires in order to make the Army efficient in points in which it has not been efficient before; and to maintain its past efficiency.

6096. I gather that you throw the responsibility of what I may call the origination of the Estimates upon the Secretary of State for War, because you used the words, "The Commander in Chief will be asked" to do so-and-so; and therefore you do not hold that under that Order in Council it is his duty to do so and so without being asked?—I ought perhaps to have said that he will do it.

6097. Of his own initiative?—Of his own initiative.

6098. Then are we to understand that next year, according to your view of the construction of that paragraph, the military authorities will submit to the Secretary of State what they consider to be on their responsibility a full and adequate estimate of all the requirements of the Army?—Yes.

6099. Mr. Stanhope.] With regard to what you have said as to the preparation of the Estimates, is not what you have now said exactly what the
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Commander in Chief has always done with regard to the establishment of the Army, Vote I.?—No, I do not think he has ever done it. I think what has always been done up to the present moment has been that the Commander in Chief has asked for what he thought there was a slight possibility of his getting.

6100. Let me call attention for a moment to the various schemes that has been adopted at the War Office. Take for instance what is known as the mobilization scheme that provided for all the wants of the country at home and abroad. The Estimates have been prepared in accordance with that scheme, have they not?—I do not think so.

6101. Was it not the case after that scheme had been prepared in the year 1886 that, in the next year's Estimates, provision was made to fill up deficiencies which the mobilization scheme had shown to exist?—Do you refer to the Estimates as passed?

6102. I refer to the Estimates as proposed by the Commander in Chief to the Secretary of State?—I do not think so; he merely asked for what he thought he had a fair prospect of obtaining.

6103. Will you tell me what was not asked for?—I think you have a paper before you which tells you all that we demand, and all that we require.

6104. I was asking you with regard to the Estimates of 1887–88. For instance, was not one of the deficiencies which the mobilization scheme had shown to exist, a deficiency of 1,800 Garrison Artillery?—That was one of them.

6105. Was not an item in the Estimates for 900 Garrison Artillery inserted on the ground that that was the only amount which you could expect to raise in the course of that year?—Yes.

6106. In the same way a deficiency in fortress engineers was met, was it not, by providing for a certain proportion to be trained in the course of the first year?—Yes, that is so; so far as those deficiencies are concerned certainly.

6107. With regard to the General Officers, just let us clear this up for a moment. The Estimates on page 122 show that no General Officer is at present employed who is receiving General Officer's pay; is that so?—I think so.

6108. The Generals who are employed are as follows: I will just run over them very shortly. The Governor of Malta, who is a Colonial Governor; the Commander in Chief, Ireland, who receives only a Lieutenant General's pay; the Governor of Jamaica, the Adjutant General, who does not receive a General Officer's pay; the President of the Ordnance Committee, who does not receive a General Officer's pay; the Commander in Chief at Portsmouth, who does not receive a General Officer's pay, and the Inspector General of Fortifications, who also does not receive a General Officer's pay?—That is so.

6109. Will you tell the Committee the reason why those officers do not receive General Officer's pay?—They are some of them in Colonial positions in which they are paid as Colonial Governors; and others are in positions the pay and emoluments of which have been fixed at a block sum, irrespective of the rank of the holder, like that of the Adjutant General.

6110. And in the same way for a Colonial Governor, the remuneration is fixed at a block sum?—Yes, irrespective of whether the man is a civilian or a military man; it is a great economy I might say to the State when a General Officer is employed as a Colonial Governor.

6111. Your idea of the general principle upon which the General Officers' list should be conducted is, is it not, that those Generals only should be promoted who are given appointments?—Yes.

6112. And that no General Officers should be promoted who are not at once to hold appointments?—Yes.

6113. Supposing that principle to be adopted, how long do you think it would take to reduce the number of General Officers to the number selected to hold appointments?—That I could not tell you; I have no idea.

6114. In that idea of yours is any regard had to what has to be paid in reduction

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reduction of the claims of purchase officers?—I really do not know what the claims of purchase officers are.

6115. You have not had occasion to look into that?—No, I never had occasion to look into it.

6116. You would not like to say, on the face of it, whether it would be fair to reduce the General officers list at once to that total, without taking into consideration at all the claims of purchase officers?—I should not like to state anything about purchase officers, because I do not really understand what their claims are.

6117. One word with regard to the Staff. You were telling us on Friday that the Staff at Aldershot, for instance, would bear reduction; can you tell us to what particular reduction your mind was directed?—The general idea which I had in my mind when I was asked the question was this: that the Aldershot force is called a division, and is supposed to be a division of troops. A division according to our organisation consists of two brigades of infantry, whereas there are three brigades of infantry at Aldershot; and I thought it would be more economical to divide the three brigades into two. You would save a General officer and his Brigade Major and Aide-de-Camp, and his office establishment, by it; and the house which he occupies would be available for other purposes.

6118. Do you attach any importance to the view that, Aldershot being our great school for such employments, it might be desirable to have a larger number of men learning the duties of brigadier?—No, I do not attach any importance to that. I think, on the other hand, that it is a matter of very great importance that the General officers who you do employ should have the experience of commanding as large a number of men as possible.

6119. There are some officers borne upon the Staff at Aldershot, are there not, whose duties are by no means limited to the division at Aldershot?—Yes, many. If you were to judge of the Staff at Aldershot by the names you see in the Army List, you would be very much deceived, because there are men borne nominally upon the Staff at Aldershot who have duties quite outside their Aldershot duties. For instance, there is the head of the gymnastic establishment of the Army.

6120. There are two Inspectors of Gymnasia?—Yes, and Signallers.

6121. Two Inspectors of Signallers?—Yes, and some Musketry Instructors.

6122. And their duties are largely in the instruction of garrison classes disconnected with their duties of the division at Aldershot?—Yes.

6123. Just one word as to the reservists; I understand you to propose that the reservists should all, so far as possible, be called out every year for a week or 10 days?—Yes, it is not a new proposal of mine.

6124. I know that; you are well aware that the great mass of reservists are in the Reserves for four years?—Five years now. It used to be six; it is now five.

6125. Is it necessary, in your opinion, to call them out the first year they are in the Reserve?—I think the last time the Commander in Chief urged this question upon the Secretary of State he proposed that the first year a man need not come out.

6126. And the last year?—I think he did not omit the last year because we hoped to get the men into Schedule D, of the First Class Army Reserve.

6127. You have had some little experience of calling out the Reserve?—Yes, we have upon two occasions at least, if not more.

6128. As the result of that experience have you found that the men had deteriorated in the work which they were able to do?—The first time the experiment was made was very soon after the reserve system was established; I think in the year 1878, as well as I remember, it was called out really for the purpose of experiment more than anything else. The idea got abroad, which was backed up by the older officers of the Army, that the Reserve was a myth, and that if you called them out the men would not come. Accordingly there were a certain number called out, I do not think it was the whole force, more as an experiment than anything else, and they came out very satisfactorily, and

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the men looked very well; but we had no means of testing their efficiency as soldiers. The other occasion when we called them out, and had a tolerable opportunity of testing them, was in Egypt; and then we only called out a certain class, so far as I remember, the men of two years.

6129. Were those men satisfactory?—So far as they were employed they were very satisfactory; but the campaign was a very short one, and we did not have the means of really testing what their shooting powers or military knowledge were.

6130. *Chairman.*] Was that the Tel-el-Kebir Campaign?—Yes, 1882.

6131. Would that apply to the Soudan Campaign?—No, we called out none of the Reserve then.

6132. *Mr. Stanhope.*] There are two other things, are there not, which have recently been ascertained with regard to the reservists; in the first place the number of reservists in workhouses is sometimes said, is it not, to be very large?—Yes.

6133. I do not know whether you have the figures on that head; may I put it to you that it has been recently stated in Parliament that out of the total number of 66,000 indoor paupers, only 88 were reservists?—I always knew that the idea that the workhouses were filled with our Reserve was a myth; I was always aware of that.

6134. There is one other feature as to which we have recently had some information, have we not, that is with regard to the number of reservists who re-enlist; was not some test able to be applied to that, when the applications for the Queen's pardon came in?—Yes.

6135. What was the result of that?—I cannot carry the figures in my head; I did not know I was going to be examined upon that.

6136. Speaking generally, was it very satisfactory?—Very satisfactory. The superstitions which some people had that the reservists are continually re-enlisting in the Army was proved to be a myth. A certain number of them do, because we receive into the Army a large proportion of tramps; in fact, at some time or other of a tramp's life he enlists in the Army, and a tramp is always a tramp.

6137. Do you hear much of the difficulty which the reservists have of getting employment?—I hear a great deal about it; but I believe it is very much exaggerated. I am quite certain of this: that all good men who come out of the Army find employment.

6138. Do you think that that difficulty would be increased if you called out these men every year for eight or ten days?—I do not think it would hurt them in the manner which some people think it would; but I think it should be done with great consideration for individual cases; then I do not think it would hurt. There might be some rare cases where injury would be done; but I think they would be rare if it was done as I think has been indicated in several papers which have been written on the subject, generally giving a man so many opportunities of qualifying, by doing his training, either in winter, when labour is slack, or by joining the Militia, or becoming an efficient volunteer; and we know that there are a very large number of volunteers in England, 228,000, I believe, at the present moment, all of whom, I may say, are in some employment or other. If we merely said to the reserve man we shall be content if you will qualify in the same way as these 228,000 who are in civil employment qualify, I do not see that the men could really have very much to grumble at.

6139. Therefore, in the first place, supposing that your scheme were to be carried out, great consideration would have to be paid to the reservists in regular employment, and in some cases they would have to be exempted altogether?—In certain cases.

6140. Take the police, for example?—It would be advisable to exempt them; but they are already living in a condition of discipline.

6141. Of course, if the Reserves were to be called out, you would have not only to give them their pay for eight or ten days, but you would have to provide them with clothing and lodging?—Yes; we should have to take them into barracks,

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barracks, unless a large proportion of them were to qualify, as I believe they would, as volunteers.

6142. They would take the capitation rate of 35 s.?—Yes. It was proposed the last time, when this matter came up, to make arrangements with Volunteer Colonels about it; and they were consulted.

6143. Mr. Childers.] On the question of the number of Generals I should like, if you have no objection, to take you through the history of that, and the number of superior officers of the Army. After the abolition of purchase, the purchase being the old means of retirement from the Army for all ranks, it was found, was it not, that promotion in the regiments, to begin with, was very much slower than it had been formerly; that it was much slower after purchase was abolished than under the purchase system?—Yes.

6144. That whereas a great many officers of the rank of Captain and Major, and Lieutenant Colonel of regiments used to retire under the purchase system, having only joined the Army for a temporary purpose, of occupation, the abolition of purchase made the Army much more of a profession, and its officers did not retire in anything like the same proportion; that was so, was it not?—Yes, and it was the same before in the non-purchase corps, in the Artillery and Engineers.

6145. And the non-purchase corps formed the subject of a very grave Parliamentary inquiry so far back as the years 1865 and 1866?—Yes.

6146. Was it not evident from that (I am going from the bottom rather than the top) that the promotion in the regiments in which there was only one Lieutenant Colonel and two Majors, and a vast number of Captains and subalterns, became a very different matter after the abolition of purchase from what it was before?—Yes.

6147. The comparison was always made to a bottle; it was said that the neck of the bottle was extremely small through which officers had to pass when the purchase system was abolished, and there were only three officers of higher rank?—Yes.

6148. That was one of the considerations, was it not, as well as bringing the Line up to the same point as the Artillery and Engineers, why it became necessary, if there was to be any reasonable promotion at all, to add to the numbers in the higher regimental ranks?—Yes, that may have had something to do with it also.

6149. That at any rate was very much urged by the Army as essential if the ages were to be kept reasonable in regimental ranks?—I think that the Army based all their hopes and ideas for the future upon the assurance made by Mr. Cardwell, in Parliament I think, that the promotion in future was to be maintained at the same steady rate as it had been in the past.

6150. And that was quite impossible, unless the senior officers of the regiments retired as rapidly as they did in the past?—Yes.

6151. Was not the first attempt to cure that recommended by Lord Penzance's Commission, who advised that every captain of 40 years of age should be compelled to retire?—Yes.

6152. And that recommendation of the Commission was carried out?—For a short time it was.

6153. About the year 1875 or 1876?—Yes, for two or three years.

6154. Was it not found as the result of that recommendation being carried out, that half or more than half, of the captains in the Army would be compulsorily retired at the age of 40?—I do not remember what the calculation was; but I know it was a very large number.

6155. Was not the proportion so large that it became absolutely necessary to abandon the system of retirement at 40 years of age?—Yes, I remember that.

6156. And the abandonment of that system led inevitably, did it not, to a proportionate increase in the higher regimental officers compared with the lower regimental officers?—No doubt; that was adopted with a view to relieving the *pléthora*.

6157. So that there are three causes for the increased proportion of senior
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regimental officers; firstly (I am speaking of the Line and Guards), to put them upon an equality with the Artillery and Engineers; secondly, to stop that tremendous block of promotion which evidently was coming on; and thirdly, to get rid of the scandal of half the officers of the Army being retired at the age of 40?—Yes.

6158. Those were the three causes which led to the change being made in the number of field officers in every regiment. Now let me take you from that to the generals. Is it not the case that speaking of that time, 1881, after which you are so familiar with it, the establishment of general officers at that time was not 140 as it is now, but 280?—I think that was the number. I know it was reduced by one-half then.

6159. The old system of promotion in the higher ranks was due to the establishment of 280 generals assisted by the retirement, through the action of the purchase arrangements, and also, was it not, through the means of appointing to what were called colonelcies of regiments, numbering something like 200, a large number of general officers?—They were taken from that list to general officers.

6160. Those appointments to colonelcies of regiments relieved the list?—Yes.

6161. Was not the reform which was made at that time, and was carried so far as vested interest allowed to abolish colonelcies of regiments, to reduce the establishment of general officers to 140 from 280, and to systematise the rules of retirement, making retirement compulsory after certain ages, and after certain periods of non-employment?—That was done also for the sake of promotion.

6162. But those were the great changes which were made in the year 1881?—Yes.

6163. And for a time they relieved us of the difficulty; but still in your opinion we retained much too large an establishment of general officers?—Yes.

6164. That establishment of general officers has come down now, has it not, to very nearly the 140 provided in 1881?—I think very nearly.

6165. The method of reducing it was only to promote two in three, or one in two, was it not?—Yes, it was done in degrees; in some proportion of that sort.

6166. But the whole of the object of the great economy which was made in 1881, estimated at when it became normal, I think 200,000 *l.* a year, was to reduce the cost of general officers, and so to provide in the regiments that there should be a reasonable amount of promotion to the upper ranks?—Yes.

6167. You would say now that the time has come when we may carry that still further, particularly the former operation?—Yes.

6168. The second operation has been modified by the Warrant of 1886, under which the second lieutenant colonel has been abolished, and a slight change made in seconding the major, which saves a certain amount of expenditure; that is so, is it not?—Yes.

6169. But you think that now we may carry the reduction of generals from 280 to 140 much further by, subject to certain vested interests, abolishing all promotion to the rank of general except upon appointment?—Yes, I would never make a colonel a general unless I had a place to put him into.

6170. But as you said to the Secretary of State for War, that cannot be done at a blow any more than the reduction from 280 to 140 could be done at a blow?—No; it must be done in the same way as before, by degrees.

6171. I suppose you are prepared to say that if it was done judiciously and somewhat in the same way, having regard to the existing interests of certain officers, it could be effected by a general rule putting an end to the promotion from colonel to general altogether, except under those circumstances, saving the rights of certain individuals?—Yes. I think that with regard to our Army, which is so different from all other armies in the world, owing to the great amount of foreign service it has to perform, that you will always be obliged to have a small margin, a percentage of generals, over and above the number

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number you have to employ, to allow for men being sick and temporarily incapacitated for foreign service, from going abroad.

6172. Generals are only employed for a limited number of years under any system?—Under the present system.

6173. And under any system you would only give them a particular appointment for a certain number of years?—Yes, so that if I thought they were failing I could get rid of them.

6174. And at the end of that number of years they would go back to half pay, and in that way you would always have a certain number on half pay?—I would never have effective generals on half pay. So long as a man was able to do a general's work, and be an efficient general, I would always employ him.

6175. Then practically you would do away with the number of years of tenure of the generals' appointments, and employ them as long as they were efficient?—You might either do that or maintain the five years in order to have an opportunity of getting rid of inferior men politely, without hurting their feelings.

6176. That is what I meant; but subject to that you see no difficulty in keeping such a small surplus on the list as would admit of expansion in time of war, or when any great exigency took place?—I would not keep a surplus with a view to expansion in time of war, because I think it is always better to promote efficient able colonels to be generals in time of war; but I think that, owing to the peculiar constitution of our Army, it will be necessary to keep a small margin on account of men being possibly incapacitated by ill health from serving one year, although they may be quite able to serve the next year.

6177. Would you say a margin of 5 or 10 per cent.?—Yes.

6178. Passing from that question, which I think you have now thoroughly explained, I should like to ask you about the economy in correspondence about which you gave evidence on Friday, between the regimental districts and head-quarters. Might not the economy to which you referred be carried still further if the generals commanding the great districts were allowed to deal with questions brought to them from the regimental districts, saving all reference to head-quarters?—Certainly; I think I have said so; and I think that bye-and-bye, when all the generals in the Army are promoted by selection, you will be able to do it more effectively. I might add that the more responsibility you give the general officers in command of divisions or districts, the better, in my opinion, for the public service.

6179. Then on the subject of the movement of troops at home, may I say that that was a matter in which we worked together very actively in 1882?—Yes.

6180. And your object and mine was greatly to reduce those movements?—Yes.

6181. And there were difficulties in the case; but we carried the matter out to a certain extent?—Yes.

6182. You stated, I think, that as compared with that time in the three arms, the Cavalry, Artillery, and Infantry, last year there had been 143 moves, as compared with 152 five years ago?—I took the statement from Mr. Stanhope; he gave me the papers.

6183. And you feel that you could carry that out a great deal further if we had better barracks and greater concentration of troops?—I think that the largest economy which you could effect in England on the annual Army Budget would be by the concentration of troops.

6184. We did, as it was, I think, gradually reduce the movement of troops as between this country, the colonies, and India?—Yes.

6185. We reduced them to very little more than one-third?—Yes.

6186. I think there are only two or three regiments at the outside moved every year now?—Yes, three infantry and one cavalry.

6187. Whereas before 1882 it was something like 10?—Yes.

6188. And in that way a very large economy has been carried out?—Yes.

6189. But you would like to see, and you think that you could see, that

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economy carried still further?—Yes, I think so, by greater concentration of troops in England.

6190. One word about the reservists; you will remember that in the year 1882, just before the Egyptian War, the propriety of calling out men every year for a short period was very gravely, and at some length, discussed in the Department?—Yes.

6191. And that so far as I was concerned I was very strongly with you and did my utmost to carry it out?—Yes.

6192. The practical difficulty then was, was it not, the objections which we heard of from employers of labour, that a large number of men would be discharged?—I should not go so far as that. I think that the principal objection was the money; that it would be a very heavy item of expenditure.

6193. I do not think that was the objection that I took?—It may not be the objection that you took, but that was the conviction left upon my mind.

6194. But if now you could be satisfied that the reservists would not suffer from the employers of labour being unwilling to take men into the great factories and so on because they were reservists, you would insist in every case, subject to the limitations which you have explained to the Secretary of State for War, upon their having seven or ten days' training?—Yes, because I see that in civil life at the present moment there is no difficulty about the employment of volunteers, and as I propose that the reservists might be able to qualify to draw pay by becoming volunteers, I do not see how they would be in a worse position than the volunteers are at the present day, who do not suffer by being volunteers.

6195. One last question about the Estimates; I think you said that under any plan the Military Department would be responsible for the preparation of the Military Estimates from the very first; whether a circular will be sent to them stating that the time has come to prepare them or not is a small point; but they will have to submit original Estimates of their own to the Secretary of State?—Yes, as regards men and material, generally.

6196. As regards the different departments which are now brought over on to the military side?—Yes.

6197. Do you conceive that it is of the essence of such an arrangement that the military side should not only be responsible for the preparation of the Estimates, but should also be cognisant of the expenditure, and have the control of the expenditure?—I do not quite understand how you mean with regard to expenditure.

6198. I mean this: will there be any real responsibility in connection with the Estimates of those Departments, unless the result of the Estimate, that is the expenditure, is under the control of these Military Departments, and unless they know how they have been worked up to?—I think that unless you give responsibility as regards expenditure to the Military Departments, you will never find that they take the same interest in economy as they would do if they had that responsibility.

6199. That is precisely what I meant; it is not sufficient merely to give them the responsibility of preparing the Estimates if you do not give them the responsibility of carrying out the expenditure under those Estimates?—Yes, the more responsibility they get, to my mind, the more economical it will be to the public.

6200. It would never do for the Military Department to be able to say, "We submitted so much, and the Secretary of State allowed so much, and that is all we know; we have nothing to do with the rendering of the final results;" they must have a control over the result, and be responsible for the accounts as rendered?—My view is, that a man should make an estimate of the amount of money required, say for travelling expenses in a year, or for any particular item, and the Secretary of State having gone into that particular item very closely, and having said that 150,000 *l.* was to be allowed for that item, I would give to that military officer the expenditure of that money, and insist on his being within it, and not spending a farthing over it.

6201. And the control of that should be in the same hand as the hand that controlled the preparation of the Estimate?—Entirely.

6202. *Chairman.*

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6202. *Chairman.*] But that is not so now?—No.

6203. Mr. *Brodrick.*] That control over the expenditure is, to a certain extent now, is it not, in the hands of the Quartermaster General?—With regard to travelling expenses it is.

6204. With regard to the purchase of horses or other expenditure of that kind, the Quartermaster General is responsible to no one as to what orders he gives; he has the whole control of the money?—What money?

6205. The money for purchase of horses?—But we have always had that.

6206. And that is so still; with regard to the provision of supplies the Quartermaster General is at this moment supplying Aldershot itself, is he not?—I know that he is, under your authority.

6207. And certain other stations he has undertaken to supply?—Yes; but under your authority entirely, not under his own.

6208. Would you urge that he should have the making of all contracts, for hay, corn, and forage, and so on? No, I think you ought to have a man as Director of Contracts, as you have now. I think that is a very good plan but I think that the men who have the expenditure of large sums of money on supplies ought to be able to do what Sir Redvers Buller has done under your orders lately; that is to say, when he finds that contractors have formed a ring or combination to raise the price of any article, he ought to be able to go into the market and buy for himself through his commissariat officers.

6209. That is being done now, is it not?—It is being done under your authority.

6210. Is that system working smoothly?—Yes, that is quite another thing; but it is not a system that I should like to see carried out in its full entirety.

6211. I do not quite see the distinction, and I do not think the Committee quite clearly see what the distinction would be in your mind?—It is simply this: that Sir Redvers Buller, as Quartermaster General, has to make an Estimate at the beginning of the year for various services, for the purchase of hay and corn, the articles you are talking of, and foraging horses; and that Estimate having been submitted to the Secretary of State and passed by Parliament, I would give over to him the entire management of that amount.

6212. But supposing that he chose to buy them without making contracts at all, how would it be possible to satisfy Parliament that certain private persons had not had an undue advantage as compared with general contracts that Parliament prefers?—I think that you have just struck the key-note to all of our difficulties, which is want of trust. If you do not trust your agents I do not think you will ever have economy.

6213. Do you not think that if Parliament requires that contracts should be made, it is desirable that the Quartermaster General should rely on the Director of Contracts until he thinks the matter can be worked more economically?—Certainly; but I think that he would do that under the system to which I refer quite as well as at present.

6214. I understand your point to be, that he ought to be able to diverge from the ordinary course on his own motion, without reference to the financial authorities?—Without reference to the Financial Secretary.

6215. I leave that question; I understand that you think there should not be any power on the financial side to refuse such steps as Sir Redvers Buller now takes, although you say there is no difficulty in this question?—No, I do not think that anything could work more smoothly than the present system; but I think that that is because there are very good men working it, both on your side and on the other side.

6216. *Chairman.*] What financial responsibility, in your opinion, rests with the Quartermaster General at the present moment?—At the present moment the only financial responsibility that he has, so far as I know, is on the subject of travelling expenses. He has a certain Vote for that, and he looks after it, and takes care that no money is expended beyond it. I know that if I have to order an officer or two to go down to Lydd, or anything which is not exactly in accordance with the very commonest regulations, I never think of doing so

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without asking him whether he can provide for it out of the money given to him by the Secretary of State for that Vote.

6217. And for every other service you hold that he has no responsibility?—I do not know that he has any.

6218. Mr. *Stanhope*.] That is to say, he can expend the money provided for any particular item in the Estimates; but if he wants to carry expenditure from one such head to another he would have to get authority?—Upon what items?

6219. Upon any particular item provided for under a particular sub-head?—What sort of sub-head are you referring to?

6220. I am putting it to you: is it not so, that when a sum is provided under a particular sub-head in the Estimates, the military authorities can spend it under that head; but if they wish to vary it they must obtain authority?—I do not know of those items; I do not know what the items are.

6221. Mr. *Brodrick*.] With regard to the question of superannuation, you made a very important observation in answer to Question 5853, where you said, "I agree with you that it is a great pity that we send so many officers about their business in the prime of life; it is a very extravagant system in my opinion;" do you adhere to that?—Yes.

6222. Are you in favour of further raising the ages of compulsory retirement of majors and captains?—Yes.

6223. We might do so, you think?—Yes; I think that so long as you have young generals you can afford to have tolerably old juniors.

6224. That would be a considerable financial advantage, would it not?—Yes.

6225. What is the earliest age at which you think it necessary that a captain should be superannuated?—I think that you might allow them to serve on until they were 50 years of age.

6226. And the majors?—The majors are at the present moment so confounded with the captains that they do almost the same work. I think you might for the sake of appearances make it 52 years of age; but I should not care to have a man doing major's work as it is much the same as that of a captain, much beyond that period of life.

6227. You think that we might to-morrow make a change by which the captains should be superannuated at the age of 50, and majors possibly at the age of 52?—Yes; I think so, in the interests of economy.

6228. And it would be the means of effecting a large economy, no doubt?—Yes.

6229. With regard to adjutants of reserve first, have you any objection to their staying up to the age of 52?—They only hold their office for five years.

6230. Would you have any objection to their remaining as adjutants of reserve up to that age?—No; but they only hold the office for five years.

6231. Supposing that the five years ran beyond the age of 52, would you see any objection to their staying on?—No, I think the same thing would hold good with them as with others.

6232. With regard to lieutenant colonels; what is the longest time you would allow a lieutenant colonel to have command in his regiment?—I should allow him to go on in his battalion as long as he was efficient.

6233. Then we may take it from you, that there would be no necessity (if it did not involve an immense amount of retirement, which has always been the difficulty hitherto) for a lieutenant colonel resigning his command up to five or six years, providing that he was efficient?—Not to my mind, from a military point of view.

6234. With regard to the quartermasters; is there, in your opinion, any necessity for superannuating every quartermaster at the age of 55?—The quartermaster is a much more broken-down man than the ordinary officer at the age of 55; he has come from the ranks, you must remember.

6235. Do you not think that an extension might be given to quartermasters who

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who are physically fit to serve in any part of the world?—I think that on home service a quartermaster might stay until he was 60 years of age; on active service I should not like to have a man of 60 as a quartermaster of the regiment.

6236. Therefore you do not care to have his time extended to go abroad?—No, not to go abroad; but for home service I see no objection to a quartermaster remaining to the age of 60.

6237. With regard to general officers' commands, you said that you would keep them for five years in order to have power over them; but could you not effect great economy if you kept general officers in their commands for an extended time?—Yes.

6238. Is it not the case that their outfits, of which you spoke, their furniture, &c., has to be changed at the end of five years?—Yes. The longer you allow a general officer to stay in his position, the less in proportion would be his outlay.

6239. *Chairman.*] Do you mean that extending the time of a general officer's command would enable you to reduce the pay?—I do not think so. I think that the pay is already too small.

6240. *Sir Henry Havelock-Allan.*] The time of command is, in some cases, only three years; with regard, for instance, to the brigade at Aldershot it is not for five years but only for three?—I think so; they change so often that I do not remember. It used to be three years always; and the brigades were originally held by colonels and not by major generals at Aldershot.

6241. *Mr. Brodrick.*] You do not wish to raise the age of major-generals beyond the age of 62?—No, and I would not raise the age of lieutenant generals beyond 67.

6242. Is it not the case that one difficulty which a general officer holding a command has to meet in certain stations is, that the admiral at the same station is paid so much more highly?—He is always paid more highly.

6243. Is not that the case at Portsmouth?—Yes; and at Plymouth. In fact, wherever we have an admiral's establishment the officers employed are always more highly paid than the military; and they are better found in every way. For instance, the admiral goes down with his portmanteau to Portsmouth and finds a house furnished in every way, and when the three years are up he goes away with his portmanteau, and is succeeded by another man. But the general officer at Portsmouth walks into a house which is absolutely devoid of furniture except two chairs and one table; I think that is the allowance; he has to furnish the house from top to bottom, which is a very large item; and that is in addition to having to buy horses and carriages and to start in a position to entertain the officers of the garrison. The admiral has, on the other hand, even down to table napkins and plate.

6244. *Sir William Crossman.*] And the admiral gets 4 l. 10 s. table money?—Yes.

6245. *Chairman.*] But officers have table money too?—It is only allowed in a very few cases in England.

6246. You would not argue, I imagine, that because the admirals are overpaid the Army should be overpaid too?—No; I did not say that the admirals were overpaid; I said that the generals employed were not as well paid as they ought to be.

6247. Is it not the fact that if the admiral on the station gives a great number of balls and entertainments it is very hard for a general officer if he does not do the same thing?—I say that the general officer feels himself in a very false position. Take, for instance, Plymouth, where the general officer is very badly paid and the admiral is very well paid compared with the general.

6248. *Chairman.*] What do they get, both of them?—I cannot tell you; but I know that the general officer is so badly paid that very few people will take the appointment.

6249. *Mr. Brodrick.*] You said that in respect to the Pay Department some
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pressure was put upon you some time ago to enable part of the pay duties to be done by combatant officers, but that you thought that the number of combatant officers did not admit of it?—I think this might be arranged. I never had any objection to the duties of the Paymaster's Department being done by combatant officers; but I think you might combine them with other duties. If you take men away to do exclusively the duties of the Paymaster's Department you ought to supply some one to take their places. If you wish for my opinion, I should have them done by the acting adjutant.

6250. But you think that some of the smaller duties might be done in that way, as we are doing at Colchester?—Yes; I think quite easily by the acting adjutant. That is my own personal opinion.

6251. With regard to the clothing, did I rightly understand your evidence the other day to mean that you prefer that the soldier should keep his old clothing?—Certainly.

6252. Is it not the fact that he is allowed at the present time to keep his clothing for a considerable time after the ordinary period for which it should be worn; that he is able to use his second suit for a considerable time after that?—Yes, I know that.

6253. And his boots he can keep until they are practically worn out?—And he practically does.

6254. Is it not also the fact that when a move comes the colonel commanding clears out as much old clothing as he can, because he does not like to have it?—Because you will not pay for the conveyance of it.

6255. Supposing that he left it to the soldiers, would he allow the clothing to be carried about with the regiment?—I think the soldier would be very glad to take it with him, and then when it is no more use to him he would like to sell it.

6256. If you restored the clothing to the soldier and made it his own again, would you be prepared to recommend that the issue should be decreased, and that the time for wearing the clothing should be lengthened?—I am not good at evidence on the subject of clothing, and with regard to the length of time that it should serve, because it is a long time since I have had anything to do with it.

6257. With regard to the equipment of regiments, which is a matter upon which you are enabled to speak with great authority, do you think that it would injure the equipment of the regiments if in regard to some of these clothes we increased the length of time?—You might perhaps do that with some of the clothing, but not with all; you could not do it with the trousers; but you might make the tunic last longer. If I managed the clothing, I would not give all the clothing out once a year, as we do now; I would prefer giving a man a suit of clothes when he wanted it; and I think that we might save money in that way in the same way as some people clothe their servants. Some men give their servants two suits a year, and others say to their servants, "We will give you another suit of clothes when you ought to have it;" and I believe if that system were carried out in the Army you might economise a little.

6258. Do you think that if it were made a matter of discipline by the military authorities to commanding officers, that would help us; if you put it to the commanding officer that he would be regarded as a superior officer if he saved his clothing and brought his regiment out well equipped?—Yes, I think he would consider it. If you told him that the point might be considered in the way in which he would be looked upon as an officer, he would try and make the clothing last a little longer.

6259. With regard to the training of the Reserve, have you considered the question of what would be the cost of training the Volunteers?—Speaking from memory, I think when the plan was proposed it was 70,000 *l.* a year; but the Reserve is stronger now than it was then; I think 70,000 *l.* was what it was when the calculation was made.

6260. If you do not mind taking the figure from me, 50,000 men, with a capitation grant of 35 *s.* and other allowances, would amount to more than 120,000 *l.*?—If you train them, you must clothe them in some way or other; you

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you must find the clothing. With the Reserve of every nation in the world, when it rejoins the colours for training, every man is clothed the moment he comes into the barracks, and in the same way our Reserve, if it is to be trained, would, in some way or other, cost us the capitation grant.

6261. Mr. Stanhope.] Your suggestion was that they should draw the capitation grant if they drilled with the Volunteers?—Yes; I think that the suggestion was that we should allow a certain sum to each Volunteer colonel, that the colonel should have some 50 reserve men always in his regiment, and that he should draw the capitation grant for all those 50 men.

6262. And your suggestion was that you would have to guarantee the capitation grant to the commanding officer for more than one year, to cover the cost of the clothing which the commanding officer would have to find?—Yes.

6263. Mr. Brodrick.] Do you not think that the Reserve might be trained more cheaply than that?—Yes; but 35 s. multiplied by 50,000 does not make 120,000 l.

6264. That is with the other allowances, I believe?—For feeding the men, you mean?

6265. What do you think it would be worth our while to spend to train the Reserve?—I think it would be worth while to pay anything that it would be necessary to pay. I look upon the Reserve as it stands at the present moment to a very great extent as rather a sham. Although it is the real backbone of the Army, from the condition in which it is kept I think it is rather deceptive to the Army and to the people.

6266. But they came up very well when they were called upon?—Yes; but if a man has not been in the ranks for three or four years he has very likely forgotten how to shoot, and he has lost the habits and ways of a soldier.

6267. Would you give the Committee, so that they might know it, the exact period in the Army and Reserve of most of these men, not of the Guards; it is eight years and four years, is it not?—Every soldier is enlisted in the Army for 12 years, of which he passes seven years as a rule with the colours, and five in the Reserve.

6268. Or if he is abroad he may be kept eight years with the colours?—Yes, and we sometimes allow a man to leave after he has been five years in the Army, in which case he serves of course seven years in the Reserve. We have lately allowed a considerable number of men to do that. When we are, as we are at the present moment, quite full, and a man's father or mother says, "My son has completed five years in the Army, will you allow him now to come home, as I have a good place for him in civil life?" we invariably allow him to go. In the case of the Guards, we enlist them for three years with the colours and nine with the Reserve; and all the departmental services are enlisted for the same periods; three years with the colours and nine years with the Army Reserve.

6269. Therefore the case for training them is stronger than in the other case?—Yes.

6270. Captain Cotton.] Is it the same scale with regard to the Cavalry; do they enlist in the Cavalry for eight years?—There they are enlisted for seven years with the colours and five years with the Reserve.

6271. And in the Artillery, too?—Yes, all the Army.

6272. It is all assimilated?—Yes. It was different, as I daresay you know, with the Infantry; they used to be six years with the colours and six in the Reserve; and it was seven years in the case of the Cavalry, but now they have made it the same for the whole Army, except in the departmental services and the Guards.

6273. I wanted to ask you two or three questions, if I might, upon decentralisation. I think you said on Friday that we might decentralise a great deal more than we do?—Yes.

6274. Did you mean to include in that financial decentralisation?—I mean both; but specially financial decentralisation.

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6275. Have you formed any schemes in your mind with regard to this decentralisation?—Not with regard to financial arrangements; but I think that the attempt which is being made now to decentralise financial arrangements is an admirable one.

6276. With regard to regimental paymasters, do you mean?—Yes.

6277. Could you give us any idea about a rather larger system of decentralisation; I want to know your opinion about a system of decentralisation which would include giving to general officers financial control in their several commands?—I think that the more financial control you give to a general officer the more economical he will be. Hitherto the principle of our system has been not to give to the functionaries in the Army any financial control, and by doing so you force the general officer into being a spending if not an extravagant animal; he has no interest in economy, and he asks for everything which he thinks will add to the efficiency and comfort of his men without any regard to economy at all.

6278. We have had it in evidence that military men as executive officers, have no responsibility at all; do you agree with that?—In peace they have very little.

6279. General Brackenbury said that they had none whatever?—Some have none whatever; they have very little, I may say; on active service of course they have some.

6280. Under the present condition of things I suppose you consider that the Accountant General at the War Office is a man of very great responsibility, and also of very great power?—Yes.

6281. Do you think it is good for the efficiency of the Army that a man in his position should have such an enormous and permanent control over; and effect upon the Finance Department?—I think I have already said that in my opinion, if you threw upon the general officers of the districts and foreign stations more financial responsibility, it would be much better for the interest of the service; and doing that would, of course, reduce the work done in the War Office by the Accountant General, and by the large number of clerks in his department.

6282. And a considerable step towards that has been effected by this new system of accounts?—With this new system of paymasters, yes; but that is only on its trial.

6283. And you cannot tell us (I think you did not say anything about it on Friday) the precise amount of reductions?—No; 20,000 *l.* or 30,000 *l.* a year, I believe, can be saved; I have no doubt of it. I have never made the calculation myself, so it is no use telling you.

6284. Mr. *Picton.*] I notice that you propose, with regard to certain higher officers, that there should be no compulsory retirement; but that they should serve as long as they are efficient?—I beg your pardon; I must have conveyed a wrong impression if that is the case. I was most emphatic in saying that the general officers, of all people in the Army, should be young; and that I would not lengthen the time at which they are obliged to be compulsorily retired at the present moment.

6285. Then I misunderstood you; I thought you said that efficiency was to be the standard; that if a man was efficient he might hold on?—Not as regards age. I said that so long as he was within the age with regard to the number of years which he was to hold a particular office.

6286. Then you do not approve of the German system which was detailed to us by General Brackenbury, where there is no compulsory retirement?—Oh, no, I do not approve of it at all. I believe that the German system of keeping on its very old general officers merely arose from the fact of the late poor Emperor being a very old man himself, and he would not dismiss them. I think you will find now that in the German Army they will very soon get rid of all its old general officers.

6287. Colonel *Nolan.*] With regard to the saving in pay, would it be primarily effected by the simplification of companies, accounts, and lessening the number

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number of vouchers?—I think that would be possible. I daresay you know that they have adopted a new system of accounts, a monthly system instead of a six-monthly system. Formerly all the accounts were made up and rendered by the paymaster every half-year, and now they are monthly.

6288. Are there not a number of small points in the accounts in which, if less vouchers and entries were required, very great simplification might be effected?—Yes; I think that one of the great misfortunes is the want of trust that is shown to officers. They start with the idea that an officer is a thief.

6289. On the question of saving on clothing; you say that we could not adopt the system which they adopt in Germany, I believe, and which I know they have in Russia, of having a large number of tunics or coats for each soldier, because we have not the necessary magazines?—No; I think the principal reason is that in all foreign armies the men are practically stationary. When a man comes in for his annual training he goes to the central station in his arrondissement, and there he is trained; when it is over he goes back to his home five or ten miles off, and his regiment and his head-quarters never move. With us a soldier would have to carry about a very large quantity of baggage if we allowed him to have the same amount of clothing as they have in foreign armies.

6290. In the foreign armies they have four or five suits, have they not?—Yes; there is a quantity of clothing, for which a large box is provided in every barrack room over each man's head.

6291. Or in some enormously large magazine?—Yes, for the new clothing, but it is not issued to the Reserve for training.

6292. At the same time it is good clothing?—Yes, because in most foreign armies when they are mobilised for war the whole army get new suits.

6293. That is out of these magazines?—Yes, where they are kept ready.

6294. Why should we not have some modification of that, and have a second tunic for the men?—As I said in answer to Mr. Brodrick they have practically a second tunic; they are allowed to keep it as long as it is fit for use, but the commanding officer has to get rid of it when the regiment moves, because he is not allowed the conveyance for it.

6295. Have the men at present in all the regiments, or only in some of the regiments, some other article instead of a tunic, a shell jacket or patrol jacket?—Every man has a kersey as well as his tunic, in which he does his work and walks about in.

6296. Have they got what they have abroad generally, a second dress as well as a tunic, or do you think that it is better for the soldier to go in one dress?—I tried to explain on Friday, with regard to the clothing of our Army, that it could be looked at from a somewhat different point of view from the clothing of a foreign army. Where you have compulsory service you can make men wear what you like, but where you have a volunteer service you must make the clothing suit the man or he will not join the service at all; therefore we are obliged to dress our men more smartly than they do in foreign armies.

6297. Do you think that the soldier would not sooner have a second tunic than a shell jacket?—It is not a shell jacket; it looks like the tunic, and is called a kersey.

6298. Do you think that he prefers it?—I think it is lighter in summer, to begin with.

6299. Do you think that on the whole he would prefer to have two different coats instead of one class of coat; and two or three of them?—Yes, because one suits the winter and the other the summer.

6300. But it is not at all universal that the soldier likes having all these different articles of dress; and in the same way would it not be more comfortable for them to have only one pattern?—I do not think a soldier objects to having two patterns as long as you do not make him pay for them.

6301. Has he not to pay for them?—No, he is given his tunic, kersey, trousers, and helmet.

6302. Is it not the fact that at the present moment one day the commanding officer orders parade in tunics, and the soldiers must turn out?—Yes.

6303. And another day the commanding officer orders that they shall parade in shell jackets, and they turn out smart in them; but if a man has only got
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a tunic he would never be expected to turn out smart in his second best?—Under those circumstances he would certainly be obliged to have a second tunic.

6304. But he would not be expected to turn out smart in it, and he would have to pay less to the tailor?—Yes, he would be obliged to turn out smart in his second tunic.

6305. Do you think that foreign armies require that?—The men of foreign armies are not nearly so smart as our men are.

6306. Mr. O'Kelly.] Have they not fatigue jackets in England?—These kersey jackets are used for fatigue and dirty work like carrying coals and slops; they wear their old clothing then.

6307. Colonel Nolan.] Is it a good plan having coal-carrying done by the men; could not a great deal be done by waggons?—They use waggons when they can; whenever they are available. Of course there are many cases where we have no artillery and no draught horses, and no waggons to make use of. We should have to hire at an extra charge which would not be allowed.

6308. Are the waggons always used when there are waggons?—Yes.

6309. Do you think that at Woolwich as much use is made of waggons as might be made of them?—No; I think that the artillery horses and waggons all over the world are not used as much as they ought to be, for all purposes of fatigue.

6310. With regard to an important point about the reservists; at the present moment can a reserve man come voluntarily for a week or a fortnight, and join the dépôt if he chooses?—Yes, he can come for 12 days.

6311. Do many men avail themselves of that?—That is quite a recent regulation, and I cannot tell you.

6312. When you say that it is a recent regulation, do you mean that it has only been made within the last few months?—I think it was made this year.

6313. Do you think that we might be content, before we made it compulsory, to try the effects of this voluntary system?—No, I do not think so; I think you ought to make it compulsory, but in making it compulsory I would suit the convenience of the men so far as I could, and I think you could suit their convenience to a great extent.

6314. At the time when the reservists were called out, I think you stated that they were called out to a great extent to test the system; but was it not supposed by Parliament and by the country at the time that they were called out on account of the fear of war with Russia?—I do not think so.

6315. Then you do not think that this volunteer system would be enough?—I do not think that the volunteer system has been working sufficiently long, I know it has not, to give us all possible information about it.

6316. When the reservists were called out, were there great complaints made that men had lost their employments, and were these complaints extremely numerous?—No, they were not extremely numerous; there were complaints made, but they were by no means numerous.

6317. At the Horse Guards, for example, were they not numerous?—No.

6318. Are you not aware that Members of Parliament got a very large number of complaints at the time?—No, I am not aware of it. I know that there were complaints made, and I know that there were some men upon whom it was really hard.

6319. Did not a number of men declare that they had lost civilian employments owing to their being compulsorily called out?—There were some such complaints; but I had no idea that such complaints were common; and the impression upon my mind is that they did not exist to a very large extent.

6320. Would you say that 10 per cent. of them made that complaint?—No, I could not say that.

6321. You could not say that there were not 10 per cent. of them who made that complaint?—I could not give you from memory information that would be worth having.

6322. If it is the case that there have been such a large number of complaints of this sort, do you not think that that is a serious reason for not calling the men out compulsorily, unless you increased their pay?—No, I do not think so. A man enlists for 12 years' service with his eyes open, and you let him go away after

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after seven years' service, as a rule, into the Reserve, or it may be six years, or five years, and sometimes four years.

6323. Was it not solemnly declared in the House of Commons when the reserve system was instituted that the men would only be called out in the event of an emergency, such as a great war?—I do not think so at all; it was always in the Reserve Act that you could call them out for training whenever you liked.

6324. But do not those speeches made in the House of Commons by responsible Ministers gradually percolate down to the men interested, and do they not practically enlist on the assurances given by Ministers?—I never remember the statement to which you refer being made. From the very first the regulations have been in the service that they have always been liable to be called out for annual training.

6325. To what extent are the reserves in foreign countries called out?—They are mostly called out every other year.

6326. Is that the case in every country?—I cannot say that.

6327. Is that the case in most countries?—Yes, it is so in the great nations of Europe.

6328. Is it not only one or two corps d'armée that are called out in France; do they call out all the reserves or only one or two corps d'armée for 10 or 12 days?—No, the French reserve is divided into four classes, two of which are called out every year, and, as a rule, for 28 days' training. In this way all reserve men are called out every other year. They may have some exemptions; I believe in France there are a number of exemptions given; but the system is that they are all called out practically every other year. That is, half come out every year for 28 days' training.

6329. Are those the men *en congé* who get exemptions, or is it the actual Reserve?—It is the actual Reserve, not the *congé* men at all.

6330. Do you mean that the men who enlist for seven years with the colours and five for the Reserve are called out annually?—In Germany during the four years of reserve service, each reservist has to attend two trainings, that is, he has a good practical training every other year.

6331. But you are not so certain about France?—Yes, I am certain that the regulation is so; but there are a very large number of exemptions.

6332. You say that every good man gets employment; you mean that in a general way you have fair grounds for believing that the reserves get employment?—Yes, because a large number of men write to me personally about it; and I take an interest in all the societies which devote themselves to the welfare of the soldier.

6333. I gather that in your opinion the deferred pay should not in any way be touched; it might be converted into actual pay but not into rations?—No, I should not like to convert it at all.

6334. In fact it would be a most dangerous thing?—You cannot touch a man's pay with safety.

6335. It is the most difficult thing in the world to reduce a man's pay?—You must not touch it.

6336. It is a great military principle that where a soldier is in the habit of receiving pay that pay cannot be touched?—Yes.

6337. When you were talking of contracts, did you not mean the ordinary household articles, such as hay and oats; you did not mean guns and steel ammunition?—No; I was referring at that period of my examination exclusively to forage.

6338. And perhaps to such things as brooms and whitewash?—Yes, they would come in too.

6339. Why are there only three years with the colours in the Guards, and seven years with the Line?—That is very easy to understand. The establishment of Guards fell off very much and we could not obtain recruits; that was one reason. I suppose you know that the shorter the time you ask a man to serve the larger the number of men you get.

6340. That is a fact, is it; it is most important that you should be able to state that the shorter the service the more men you get?—That is the case. The best proof is that the Guards were 1,000 under their establishment, or

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something about that, and when we established the new system of enlisting for three years with the colours and nine with the Reserve, the Guards filled immediately ; and at the present moment every man is enlisted in the Guards for three years with the colours and nine with the Reserve, and the Guards were never, during the time I have been in the Army, so efficient.

6341. And the Reserve is enormously larger than before?—Yes.

6342. Very much proportionally larger?—Yes. And the other reason why we have established that system for the Guards is, because the Guards do not serve out of England except in war ; it would not pay us to enlist men for three years who had to serve abroad.

6343. Mr. *O'Kelly*.] I should like to ask you if you are quite certain with regard to the statement you have made as to the mobilisation, calling in the Reserves. On the Continent are they not called in by classes ; are not certain classes called up every year ; that is to say, not the whole of the Reserve, but only certain classes belonging to certain divisions and certain brigades?—Every man in the Reserve in the German Army is called up once every two years for his training. I think the first year he leaves he is exempted. But what you refer to with regard to classes is the way in which they are called out for mobilisation.

6344. I was under the impression that it was different?—No, every reserve man is called out for training once every two years.

6345. Mr. *H. Fowler*.] The gross estimated cost of the Army for this forthcoming year is, I think, over 19,000,000 £ ; 19,500,000 £.?—That includes the naval charges as well, I presume.

6346. *Chairman*.] No. It is the gross cost without taking into account the appropriations in aid?—I make out the total cost of the Army to be about 14 millions of money.

6347. Mr. *H. Fowler*.] Taking that sum of something like 19 millions, is it your opinion that, if that was judiciously and economically expended, we could have for that sum such an Army as you, in your official position, consider that this country ought to possess?—That is a very difficult question to give an answer to completely off-hand, with regard to the appropriation of large sums of money. You would be able to reduce very largely the Non-effective Vote, which I think is three millions.

6348. *Chairman*.] But 14 millions does not include the Non-effective Vote?—No, the three millions Non-effective Vote would be in addition ; that makes it up to about 17 millions. I think you could reduce the Non-effective Vote largely, and with that reduction you could add much to the efficiency of the Army. With regard to the other two millions I do not know how it is expended.

6349. Mr. *H. Fowler*.] The gross Estimate for the Army for the year 1888-89 is 19,458,205 £ ; the net Estimate, after taking the appropriation in aid, is 16,700,300 £, and the Estimate for the Non-effective Vote is 17,200 £. But I want to put it generally ; I do not care whether you take it in the gross or in the net, but having regard to the fact that the taxpayers have to provide this very large sum of money ; do you not think that if this sum were wisely and economically spent, we could obtain for it as numerous and as well organised an army as you think necessary for this country's defence?—I must first of all say that I do not think we spend 19 millions on the Army under any circumstances whatever.

6350. *Chairman*.] The War Office spend 19 millions?—No, I do not think so. I meet you at once by saying that there is no such sum as 19 millions spent on the Army.

6351. Mr. *H. Fowler*.] I do not care to argue that point ; I say whatever is spent?—Whatever is spent on the Army, I think you might economise in certain ways. For instance, in paymasters, in generals, a little on the staff, a little on the Church Vote and Medical Vote ; all these are items on which you could make a certain amount of saving ; but I think they are small.

6352. And

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6352. And you think that if the Army is to be increased to any considerable extent in numbers and its organisation improved, it will entail a considerable increase of expenditure?—I think you cannot increase the number of the Army without adding to the expense of the Army, although I say that there are certain economies which I have no doubt you can make in the Army.

6353. *Dr. Cameron.*] You mentioned the duties of Majors are so confounded with those of Captains that there is some difficulty in distinguishing between them; could any economy be made in the number of appointments of Majors?—You can reduce the number by not having so many. The old system, as you will remember I explained, was to have Captains commanding companies. Now we have a certain number of troops of Cavalry and companies of Infantry commanded by Majors instead, and we have batteries of Artillery and companies of Engineers commanded by Majors.

6354. Then you would keep up the present system, and there is no room for economy?—No; I think I have already stated that you might go back to the old system.

6355. With the advantage of economy?—Certainly; it would not hurt the Army. I think it would be difficult to do it now; having once established a new system it is always difficult to go back.

6356. There has been evidence before this Committee that shows that there is a certain amount of opinion to the effect that the schools and institutions in connection with our Army are not necessary; for instance, that Woolwich, Sandhurst, and Netley, and other institutions of that sort, might be dispensed with; have you considered that point?—I have often considered it. I think now you might get rid of the Medical School at Netley, because the objects for which it was instituted have been secured in civil life. It was established at a time when the subjects taught at Netley were not taught in the civil colleges of medicine.

6357. That is a matter upon which there might be differences of opinion; I spoke of the general effect of providing education for officers at the expense of the State, as contradistinguished from allowing them to complete their education at their own expense before entering Netley, Woolwich, and Sandhurst. would all come under the same head, and Chatham too?—I think I should be very sorry to see either Woolwich or Sandhurst done away with. I think that the instruction given there is of a technical character, which you could not obtain at a public school, or in private life easily. I might also add that the education which officers receive there they do not get at the expense of the Government out of the public funds, because they pay for it themselves.

6358. You are aware that the same contention as to technical education has been advanced which you have advanced with regard to Netley?—Yes; I know that.

6359. The honourable Member for Galway asked a question about the efficiency of the Guards, and you mentioned that they had never, in your time, been so efficient as they have been since the introduction of the system of serving three years with the colours and nine years with the Reserves; does that remark apply equally to the reserve Guards?—I never see the reserve. Nobody ever sees them. I cannot tell you anything about them.

6360. While you can speak of the men with the colours, you cannot say anything about the men in the reserve?—The reserve of Guards may be in Timbuctoo for all I know.

6361. That I presume you think is a very bad feature in the present system?—I think that it is a fatal error in our present military system.

6362. You more than once spoke of the necessity of giving more trust and confidence to the military authorities, and you mentioned certain details; could you amplify that a little?—I could amplify it a great deal; I think that there is an enormous amount of expenditure in the War Office in the continual system of check and counter check. A large number of gentlemen are maintained (I cannot tell you how many they are) to audit the accounts. I think that a great deal of that audit might be dispensed with, if instead of having all those elaborate audits of accounts, you might have check audit instead, that is to say, you

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you have a great pile of vouchers and papers, and if instead of going through the whole mass of them, you pull out a bundle here and there for a few examples, you might audit them as a test of the accuracy of the others.

6363. Would you go the length of advising that the military authorities should have a very much larger control over the disposition of the total sum placed at their disposal?—Yes.

6364. To what extent would you carry that?—I think that when once the Estimates have been passed and voted by the House of Commons, those Estimates being divided into items, I would give over each item to the officer who had the management of that particular branch to look after, and hold him responsible for seeing that the money was properly expended.

6365. Would you have his accounts subjected to a check audit?—Yes. It of course would be for the financial people to decide what audit there should be; but I think that the audit at the present moment is too elaborate; it costs too much money.

6366. Subject to checks being taken to ensure that each officer entrusted with the expenditure of certain sums that have been voted, to show that he had sent in a fair return of how he had expended it, you would entrust him with the expenditure?—Yes.

6367. Sir *William Crossman*.] I think you said just now that you considered it now to be the duty of the military side of the War Office to lay before the Secretary of State the amount which you required to put the Army into such a state as you deem efficient for the defence of the country, and the requirements abroad?—That will be our system in future.

6368. That will be your duty, will it not?—Yes.

6369. *Chairman*.] I suppose you know that the Commander in Chief places a different construction upon that Warrant?—Yes.

6370. He places the construction upon it which you originally hinted at, namely, that he is not to make any demand until he is asked for it by the Secretary of State?—The wording of the Order in Council has been altered on account of that; the word "obtaining" was altered.

6371. No, there has been no alteration in that sentence which I put to you, has there?—Has there not?

6372. Mr. *Stanhope*.] The wording of the Royal Warrant was submitted to the Commander in Chief before it was issued at all, was it not?—Yes.

6373. And subsequently it was once altered, in accordance with the evidence of the Commander in Chief, to make it clearer?—I do not think that that tells the whole story so far as I remember; I think that the original draft was never submitted to the Commander in Chief.

6374. Yes, it was; the original draft before the Warrant was issued at all was submitted to the Commander in Chief?—I should like to put in a paper about that; I cannot carry these things exactly in my memory.

6375. *Chairman*.] Will you take that paper and look at the second schedule on that page (*handing a paper to the Witness*); that has never been altered, has it?—No, that is not the point.

6376. I wish to know in regard to your answer to Sir William Crossman whether you are aware that you have placed a totally different interpretation upon that paragraph from what was placed upon it by the Commander in Chief?—I do not remember the Commander in Chief's evidence.

6377. Sir *William Crossman*.] But you, as Adjutant General of the Army, would consider from reading that Warrant, that it is the duty of the military authorities to tell the Secretary of State what is actually required for the defences of the country?—Yes, it will be our duty in the future.

6378. But I suppose that you have already laid before some Secretary of State what you consider necessary for the defence of the country?—Yes, we have done so this year in detail.

6379. Then, in fact, the Secretary of State now has perfect information of what you deem necessary for the requirements of the Army?—Yes.

6380. Having

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6380. Having laid that information before the Secretary of State you consider, I suppose, that your responsibility for that matter is at an end?—Certainly.

6381. Do you consider as Adjutant General of the Army that your views should be published in connection with the Estimates; the military authorities having expressed their views with regard to the military requirements of the Army, do you think that those requirements should be made known to the House of Commons?—I think it is a matter of the first importance that they should be made known to the House of Commons.

6382. To go to a much smaller matter, the honourable Member for Glasgow asked you just now about the Educational Departments of the Army. It has been stated here that it might be advisable to join Woolwich and Sandhurst together to give all the officers of the Army education at one college, sending on those for the Artillery to Woolwich and those for the Engineers to Chatham. Would you consider that a convenient course?—I have often considered that, and there is much to be said on both sides, both for and against; but I should be against it generally, for this reason: that if you did that, if you had the two Colleges amalgamated, it would always be felt that, for the Cavalry and Infantry, you only receive the rif-raff of the College, that all the best men went into the Engineers and Artillery; whereas we contend that at the present moment we get a very fair proportion of able men in the Cavalry and Infantry by having the two Colleges. A man goes into Sandhurst College intending to go into the Cavalry or the Infantry; and in that way we get a fair proportion of clever men, which, if the Colleges were amalgamated, we might not get and we do not think we should.

6383. One other little question; I was at a station the other day where I was asking about the Staff kept on as the permanent Staff of Militia; I suppose you have gone into that matter; is it not very often very large in comparison with the number of men brought up. In this case I asked the Adjutant as to the permanent Staff. I think there were 27 altogether, and he told me that there were six trumpeters kept on all the year round. That struck me as rather a waste of power; would you not think so?—Yes, it seems a large number; but I think we waste a great deal of power all over our Army in trumpeters and bands, and it is a difficult thing to know how to economise. The number of bandsmen that we have in the Army is out of all proportion to the number in every other Army in the world.

6384. The bands are paid to a great extent, are they not, by the officers themselves?—Yes, but not the men. In all the regiments of all the great nations of the world a regiment consists of three battalions, and that regiment of three battalions has one band; whereas, with us, we have two battalions in each Infantry regiment (we have two regiments with four battalions each), and each battalion has its own band.

6385. But the battalions are not stationed together, generally?—No, that is the reason, of course.

6386. The three battalions abroad are generally stationed at the same place, are they not?—Yes. I merely state the fact that we have an inordinate number of bandsmen in the English Army.

6387. What do you think the cost of a band is for each battalion?—To the public or to the officers do you mean?

6388. To the public?—The public have the men's pay, and there is some allowance made besides, which I do not at this moment remember.

6389. Are not these bandsmen in the case of accident used as bearers?—Yes, they have been and would be again I suppose; or else they would be used as fighting men.

6390. Sir Frederick Fitz Wygram.] But as regards the bandsmen they are good soldiers, and quite as useful on a campaign as others, so far as my experience goes; would you not say so?—I should say so as a rule.

6391. If they do enlist when they are too weak for hostilities that is the fault of the military authorities for allowing them to do so; but *prima facie* a bandsman is a good soldier with the additional advantage that he can blow his own trumpet, is he not?—That is not the case with all bands, because some bands have some foreigners in them, and all bands have a good number of boys.

6392. That

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6392. That is rather the fault of the Adjutant General of the Army, is it not?
—I am afraid not.

6393. I was talking to a friend about the staff which has been considered before this Committee, and he mentioned the case of Chatham. He says that there is absolutely nothing for the General Officer to do there; there is a body of Marines, with a Commandant of their own, and a body of Engineers with a Commandant of their own, and that the General Officer commanding at Chatham has absolutely nothing to do; would that be your experience?—I should not like to say that he had nothing to do.

6394. I do not say so; I only tell you what was told me by a friend of mine, who is a person of good military authority?—He is entirely responsible for the whole of his district, and for the Militia, the Yeomanry, and the Volunteers in his district, for the efficiency of all the troops in it; he has to look after the recruiting of his district. In fact he has work to do if he knows how to do it.

6395. *Sir Henry Havelock-Allan.*] And three or four battalions of the line? —He has always one battalion, and the Marines too are under him. In fact the whole garrison is under him of course.

6396. *Sir Frederick Fitz Wygram.*] But you do not keep a General Officer to look after the Volunteers in each place, do you?—To look after the Militia and the Volunteers is, I think, a most essential part of a General Officer's duty.

6397. But you do not keep him solely for the purpose of looking after the Volunteers?—No.

6398. There are only about 200 Yeomanry in Kent?—In the Chatham district I could not tell you offhand how many there are, but I do not think there are a great number. I think a General Officer ought to look after the Volunteers and Militia quite as much as after the Line.

6399. *Sir William Crossman.*] Besides the Commandant of Engineers has as much as he can do to look after the School of Instruction?—Yes, quite as much as he can do.

6400. *Sir Frederick Fitz Wygram.*] So far as work is concerned, there is not work for three Infantry Generals at Aldershot during the winter; would it not therefore be advisable to have the least possible permanent staff at Aldershot, and to have an acting staff for the summer for all the Brigades. The advantage of that plan would be that you might employ a double shift, because two sets of General Officers as an acting staff could practice a larger number of men, and the Commander in Chief would gain a knowledge of the qualifications of the larger number of senior officers that he might employ?—There is a great deal to be said for what you have just stated with regard to the employment of the larger number of officers, but you would have to take into consideration the point I have referred to more than once in evidence; that is to say, that when a man takes command of a Brigade, he has to buy horses and furniture, and so on.

6401. I merely meant an acting staff, which might be employed there for six weeks, and stop in the usual officer's quarters, and be found a troop horse?—If the brigadier were found a troop horse, he might not like to ride the troop horse. My experience is not very pleasant of riding troop horses, and the cavalry might not like to lend them.

6402. *Sir Henry Havelock-Allan.*] With regard to what you said on a previous occasion about training the Reserve, you attach very great importance; in fact, almost primary importance, do you not, to a certain degree of instruction being given to the Reserve?—Yes; I said that to postpone the training of this first-class Reserve from year to year on account of the money it would cost is the falsest economy. It tends to mislead the nation in the estimate of its military strength. When people are told that we have between 40,000 and 50,000 Army Reserve men, they naturally conclude that they are all thoroughly efficient soldiers; but we in the Army know it to be an impossibility as well as a delusion under our present reserve system.

6403. And, as a matter of fact, every foreign nation makes a point of training the

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the Reserve, if not the whole at once, yet part by part in successive years, during at least 21 and sometimes 28 days?—Yes; all the great nations of the world train their Reserve practically every other year.

6404. As a matter of fact we give no such training, or any equivalent to that, to the reserve?—None.

6405. Since the year 1878, down to the present time, the Reserve have had no training at all, have they?—A certain proportion of them have had it; a certain proportion were called out in 1882 in Egypt.

6406. Yes, in the ranks, as battalions?—Yes; they were put into the ranks of battalions.

6407. Now that there is a new rifle about to be adopted for the Army, you consider it absolutely essential that all the Reserve should have an opportunity of being made familiar with that arm?—I think the moment we issue the magazine rifle to the Army, it is folly to go on paying men any longer in the Reserve, unless you call them up and teach them the use of it.

6408. They are not in any degree efficient soldiers until they have become acquainted with it, are they?—No.

6409. And so far as they are deprived of the manipulation of the new rifle, they are a useless expense without any efficiency?—I would not say that they would be a useless expense without any efficiency; but I think they are not made as efficient as they ought to be.

6410. As regards the two or three alternatives which you have mentioned, as modes of training for the Reserve, one was bringing them out with the Volunteer battalions. I suppose that, as a matter of preference, you would prefer that they should be brought out, if it could be done without interfering with their civil employment, either with a Line battalion or at the head-quarters of the brigade district?—Yes, that would be my idea of what should be done if you can afford to pay for it.

6411. You think that adapting it to the circumstances of the men is the first consideration, and that you might do that in the winter-time when work is slack, without interfering much with the large proportion of the Reserve?—I think that a large proportion would come out in winter, and would be glad to do it.

6412. Then altogether the question of the Reserve is one to which you attach the very greatest importance?—Yes.

6413. With regard to something that has been said about the comparative expense of the general officers, as to their rate of pay with us and in foreign services, do you know that what is called the entertaining is not supposed to be the duty of a foreign general, or in a very little degree?—Quite so.

6414. While in this country, in every case of our officers commanding a district or brigade, it is looked upon as one of his primary duties?—It is one of the duties entailed by his position.

6415. That is to say, if he did not keep up social relations with the officers under his command, so as to make his command of a popular nature, it would be considered that he had failed very much in one of the essentials of his duty?—Yes; and I think more than that; he would not only be a failure socially, but would have lost the best opportunity of coming to know his officers so individually as would enable him to judge of their character, and see which was a good officer, which indifferent, and which bad.

6416. In fact, a great part of his duty with regard to the efficiency of those under him is performed in that semi-social manner?—Yes.

6417. In that respect the Navy has an enormous advantage as compared with the Army?—Yes, enormous.

6418. For instance, you are aware that in many commands at home it is only on the last three or four years that the general officer has been provided with any official residence at York, Colchester and Aldershot, for example?—Yes.

6419. The general commanding the division at Aldershot has, within the last four years, had to provide a residence for himself, at his own expense?—Yes.

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6420. And

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6420. And any allowance made for the purpose only covered a small fraction of the expense?—I could not tell you that.

6421. With regard to its being stated that we have a great many more officers than are required for the purposes of the Army, and especially junior officers, is not the Indian Army entirely dependent upon the English Army for a supply of officers?—Yes, and if there were the least disturbance in India, and war were imminent, the first demand upon our Army would be for a very large number of officers.

6422. You are aware that the reserve of officers which formerly existed in the Indian Army, 15 or 20 years back, has entirely disappeared, and that the Indian Army is now mainly dependent upon the British Army if an emergency arose?—Yes, and the reserve of officers that we had in that long pay list has also gone. I think it is a very good thing that it has gone, but it has reduced the number of officers that we have to call in in the event of war.

6423. Are you aware that in the two recent operations of Afghanistan and Burmah the native regiments were put to the greatest stress for the supply of officers, and that in each case they had to rely upon the supplies to be obtained from the Line?—I know that they were very often very short of officers, and I know that that was the case, not only with the Indian regiments but also with our own Line regiments.

6424. One question with regard to the operations of the system which was established in 1881 and 1883 as to general officers. It became then the rule, did it not, that whenever a general officer had been unemployed for five years, from whatever cause, he was placed upon the retired list?—Yes.

6425. In your opinion, without saying anything regarding individuals, has not that in a certain degree acted, not according to the principle of accurate selection, but rather haphazard?—I think it has acted in the same way as in the Navy; the same rule holds good in the Navy; it enables the authorities very often to get rid of a man without actually turning him out.

6426. On the other hand you are aware that in some instances, which I will not specify, the Commander in Chief and the military authorities have been very desirous of retaining the services of certain officers who, from the casual operation of that rule, they would have been obliged to put aside?—Now they can do that.

6427. That, so far as it has gone, is an advantage, is it not?—It has only been exercised in one instance; it is very difficult to deduce from that one instance any general rule.

6428. Then with regard to what you were saying about the operation of the new arrangement, that came into operation on the 1st April this year, as to the financial responsibility of both the Adjutant General and the Quartermaster General, you think that when that system is fully in force the responsibility of those two officers as to supplies obtained by them will be greatly increased, and with advantage to the public service?—I have not yet been able to realise that any very great increased financial responsibility will be entailed by the new system upon the military side of the War Office.

6429. With regard to that Minute in Council to which His Royal Highness under examination here was supposed to take some exception, with regard to a word in it, which may or may not have attracted his attention when the draft was first under his notice, you think that he still entertains certain objections to the retention of the word "obtaining" with regard to the supplies of the Army as attached to his position as Commander in Chief?—The word has been altered since his examination.

6430. Can you tell me what word has been substituted?—There is another word put in; "demanding," I think, was the word.

6431. *Chairman.*] We have not got the new copy?—I could easily put it before you.

6432. *Sir Henry Havelock-Allan.*] The question I should like to ask you is this: you would not be in favour of the retention of the original word "obtaining," would you unless far greater powers than are contained in that Minute were accorded to the Commander in Chief, and therefore to yourself and the Quartermaster

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Quartermaster General under him?—I think the word “obtaining” is a capital word, if you give us the authority to do it; but we have not the authority to obtain.

6433. Then you look upon the word “obtaining” as an excellent word, because it would carry with it the relative power of making great demands which, as a matter of fact, must be complied with?—If that word was kept in the Order in Council it ought to carry that power; but it never was intended to carry it.

6434. If it was not intended to carry that signification, you would prefer the the more limited word “demanding”?—I think so.

6435. Mr. Brodrick.] There is one thing, which I forgot to ask you about; the regulations provide for a considerable number of intermediate periods of retirement for captains and majors, after 15 years' service, at 120 *l.*, and so on; do you think all these intermediate steps are necessary; do not you think that they lead to a great waste of public money?—It enables us to get rid of men whom we do not want to keep. It is impossible, by looking a man in the face, to tell whether he is going to be a really efficient officer; as he develops in life we can tell, after two or three years, whether he will be a good man, or whether he will break down, or take to bad habits. We do not want to try him by court-martial, and often we could not convict a very bad man if we did.

6436. Do you not think that after 15 years you are able to tell what a man is fit for?—No; he is a young fellow when he joins at 18. I think that often you cannot tell much; he is perhaps away in distant countries and not under close observation. I think that the break is a good thing, myself, in the interest of the Army.

6437. Are you aware that these rates cause an enormous proportion of the immense retired which we now have?—I think it is a liberal scale of retirement; but if you establish a rule extending the time of compulsory retirement, say, for a captain, up to 50, you would reduce the number of men who draw these rates of pay very largely.

MR. EVAN COLVILLE NEPEAN, C.B.; further Examined.

6438. *Chairman.*] WHAT office do you hold at the War Office?—I am Director of Army Contracts.

6439. Dr. Cameron.] I suppose very considerable changes have been made in your duties in connection with the recent reorganisation?—Yes.

6440. Will you please explain precisely what alteration has occurred?—The principal alteration in the duties has been this, that I have been enjoined to obtain the concurrence of the head of the Department responsible for the Vote before a contract can be made.

6441. That is the Civil Department, is it not?—Civil or Military. In the case of commissariat contracts the Vote is now under the Quartermaster General.

6442. All commissariat contracts?—Yes.

6443. In connection with Votes coming under the control of other officials who were formerly under the Surveyor General of Ordnance, the Inspector General of Fortifications, for instance, or the Director of Artillery and Stores, would you have to obtain their sanction?—I am enjoined to obtain their concurrence in my proposals before a contract could be made.

6444. Lord Wolseley, who has just given evidence, said that he was not able to ascertain that any great increase of financial responsibility had been placed upon the military authorities; do you agree with him in that?—I do not think this change, so far as I am concerned, will increase their financial control, because the contracts have always been made for commissariat purposes by public advertisement, and the prices reported to the officer responsible for the Vote. In the case where tenders are received at the station, and everything is perfectly straightforward, and the lowest is recom-

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mended for acceptance by the General Officer commanding the district, the paper does not go to the Quartermaster General till after the approval of the Secretary of State has been given to the contract. But supposing the General Officer commanding the district makes a proposal which I do not consider would be for the benefit of the service, I cannot carry out my own views without obtaining the concurrence of the Quartermaster General. The General Officer commanding the district, and the senior Commissariat Officers of the district, who are officers subject in these matters to the control of the Quartermaster General, are the moving powers in making contracts. They send them up to the War Office for the head of the Contract Department, but the head of the Contract Department is obliged by his instructions, before he differs, to get the concurrence of the Horse Guards.

6445. So that the difference between the present system and the old system is, that now your control is checked by your having to obtain the concurrence of the military authorities?—Yes.

6446. Does that apply to the system of local purchases of stores?—Stores purchased locally would not as a rule be commissariat stores.

6447. They might be commissariat stores?—Yes.

6448. It might be flour, hay, and so on?—Yes.

6449. In the case of preparation for an expedition, for example, a different system used to be pursued, I think?—No, I think the same system will be pursued in future as hitherto, with the exception that I shall be obliged to carry the Quartermaster General with me in everything I do. Great purchases in bulk, I imagine, in cases of expeditions will still be made by me as they always have been; but I shall not be able to make a purchase without carrying the Quartermaster General with me.

6450. So that that will give the control of purchases in cases of expeditions into the hands of the Quartermaster General as the military authority?—Yes.

6451. Under the old system in cases of expeditions who initiated the purchase?—In the case of supplies, the Director of Supplies and Transport.

6452. And now who will initiate it?—The Quartermaster General.

6453. So that it is not you but the Quartermaster General who initiates?—Certainly.

6454. Who will be responsible now for special contracts regarding which you have no technical knowledge; for instance, a contract for locomotives?—A contract for locomotives I should make on a fixed pattern and specification.

6455. Supplied by whom?—Supplied by a technical officer. I am at this moment buying locomotives for the Royal Arsenal, and the Director General of Ordnance Factories has supplied me with information, the result of which is that tenders are being sent out to locomotive makers who will send in tenders accompanied with plans and designs. Those will be examined by the Director of Ordnance Factories, who will recommend to me the firm whose design and plans combined are most satisfactory.

6456. If, as I presume, the Engineer authorities draw out these specifications and lay down the conditions, what duty devolves upon you specially in connection with the matter at all?—My duty is to see that all those firms on my list who are able and willing to supply the things demanded are applied to, and that the ordinary contract regulations of the service are attended to, and also to make myself generally acquainted with the state of trade and the capabilities of manufacture of the country.

6457. Then such a contract as a contract for locomotives would not be an open contract?—Not in the case I am talking of; it is of a particular gauge, an 18-inches gauge, and certain firms are recommended to me by the Department concerned.

6458. How many firms?—Four.

6459. So that the contractors who tender in this case are restricted to four firms?—Yes.

6460. Take the case of telegraph material or telegraphic cables; what occurs in the case of such a contract as that?—I have a list of firms who are willing to supply telegraph cables. I should get the demand governed by pattern and specification

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specification and should call for tenders from the firms on my list, and the lowest tender would be accepted unless there was anything against the firm.

6461. That, again, would be a close contract, not an open contract?—It would be on the list; what we call limited competition, not open competition.

6462. Take another matter; suppose you wanted to purchase mules for an expedition, what steps would be taken in connection with that?—I think it very likely that a special officer would be selected by the Quartermaster General, who would go to the country where the mules were to be bought, and would make his own arrangements for the purchase. The only thing is that I might have to review the contracts after they were concluded, and make any remarks upon them before the charges were allowed in the account.

6463. If you make a contract with a man in this country to supply you with mules abroad, what system is pursued then?—If the contract were made in this country I should have to make it, because there is nobody else in the War Office who is authorised to make contracts in the name of the Secretary of State. I should do it in communication with the Quartermaster General.

6464. And lay down conditions?—I should have to get the whole conditions for the mules from the Quartermaster General and the inspecting officer.

6465. Take the case of a meat contract; that would be a contract supply?—Yes.

6466. Let us take a case that actually did occur; there was a question of breaking a meat contract in the Egyptian Expedition, was there not?—With regard to that the general in command was not informed that he had no power to break it.

6467. He broke it, and the breach involved a very considerable expense?—Yes.

6468. On whom would the responsibility for keeping the general officer in the field apprised of any conditions of that kind rest under the present system?—The general officer in command in the field had the full terms and conditions of the contract before him at the time he broke the contract.

6469. As a matter of fact, did he not wire home that he intended to break it, and his attention was not called to the fact that he had no power to break it; I ask you, under the present system would anyone be responsible for informing him; would the responsibility lie with the military authorities or with your department?—The whole terms and conditions would be communicated to the general officer by me, whether for an expeditionary force or under any circumstances. I think you are mistaken in saying that in this particular instance the general officer was not aware of his responsibility. The reason he broke the contract was distinctly because he thought that it would be to the benefit of the public to do it.

6470. At all events his attention was not called to the fact that he had no power to break the contract?—He had a copy of the contract, which showed that he had no legal power to do it.

6471. We have been informed that Sir Redvers Buller has now the entire control of the expenditure that is taken on the Commissariat Vote for hay, straw, and horses' forage?—Yes.

6472. You have nothing to do with any contracts for them?—Yes, I have to approve all the contracts, but he has the financial control of the Vote.

6473. Are the stores bought locally which you mentioned were put up to public advertisement; are they open?—All the tenders are received at the headquarters of each district. The system is that I advertise in the London papers once in six months that these contracts are going, and the senior commissariat officer in the commands advertises in the principal advertising medium in each district. Tenders are received by the senior commissariat officer and scheduled by him, and it is his business, unless there is something very much against the man, to recommend the lowest tender to be accepted; and if the lowest tenderer is not recommended the general officer is enjoined to give special reasons for passing him by. I am empowered under those circumstances, to accept the lowest tenders without reference to anybody; but if the lowest tender is to be

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passed by, or if I wish to differ from the general officer commanding, I must get the concurrence of the Quartermaster General before I do it.

6474. Then the difference between contracts bought locally and contracts given out centrally is, that in the case of contracts bought locally there is open competition, subject to disallowance of the lowest tender on account of some special disqualification, and in the case of contracts given out centrally, the tenders are only permitted from certain persons on your list?—Yes.

6475. Can you give any reason for the difference in system in the two cases?—The system of open competition for purchases of manufactured articles has never obtained in the history of our Department. We are the successors of the Board of Ordnance, who bought the ordnance supplies for the whole Army. The Board of Ordnance had a list much on the same plan as has existed ever since of firms willing to tender for our supplies. The Board of Ordnance once a year issued an advertisement saying what articles they were going to buy during the year, and invited any manufacturer in the country who wished to tender in the course of the year for those supplies to make written application, giving references to character, that he might be placed on the list in the possession of the Board of Ordnance. That rule has obtained ever since, and we have done everything we can, short of having recourse to public advertisement, to extend the field of competition. At the present time my so-called select list, which when I became Director of Contracts had about 1,500 names upon it, has 2,500 names upon it. It is in no sense a limited competition. We have during the last two years adopted the principle of the Board of Ordnance; in addition to advertising largely for special supplies, we send a public invitation to all manufacturers once a year to come and add themselves to our list. The effect of that invitation last year, 1887, was that 121 manufacturers were added to our list; and the effect of it in the present year has been that 85 have been added to our list. And whilst it is not in one sense open competition, I hold it is as open as any limited competition can possibly be.

6476. And yet the number of manufacturers from whom you invite tenders for these locomotives at present contracted for is only four?—Yes.

6477. Take, for instance, the number of contractors for leather accoutrements; how many of them have you on your list?—Twenty.

6478. Is there anything whatever to prevent any of these contractors tendering and passing on their contracts?—They are not allowed to do that. The rule is that the man who makes the contract is bound to supply the contract of his own manufacture.

6479. That is exactly the point I wish to ask you; before coming to that would you please let us understand something about the control that this system gives you; the theory is, is it not, that you punish a man if he frequently violates the terms of the contract by striking his name off your list?—Yes.

6480. Is there any improvement in the machinery by which any disgraceful or culpable failure to implement the terms of the contract is immediately brought under your notice?—We do not in our contract say that a man shall not sublet his contract; we endeavour to deal only with firms who actually manufacture the things themselves. You can readily understand that a man can usually make a thing cheaper himself than he can buy it from another firm.

6481. That is not answering my particular question. In the recent changes in your department has there been any modification of the old system introduced whereby any *culpa* on the part of a contractor is more rapidly brought under your notice as Director of Contracts?—Do you mean if the man does not supply his contract satisfactorily?

6482. Ye?—I am in direct communication now with the special inspectors appointed under the new Order providing for independent inspection, and it is their duty to inform me of any *lâches* of a contractor.

6483. That is since when?—Since the 1st of January last.

6484. Take, for instance, the case of Cussans' hay; could such a thing occur now; in the case of Cussans' contract, as a matter of fact, very great dissatisfaction of the very gravest kind was expressed in a great variety of quarters respecting the hay which he supplied amounting to 20,000 *l.*?—Yes; I think the amount is not correct.

6485. And the quantity of that hay was condemned as not coming up to what it

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it was bought for, and notwithstanding that, after all this occurring, Cussans remained on the list of Army contractors, executing contracts to the extent of 1,200 l. a month, and actually complimented by you of the way in which he had done his duty within a very short time of the whole thing being exposed; could that possibly occur now?—No.

6486. A similar allegation was made in the House the other day with regard to a leather contract that was reported on by Mr. Marriott's Committee or Commission; it was said there that the leather contractor by the name of Ross remained on the Government list until March last?—Yes.

6487. When were the disclosures brought out by that committee regarding Mr. Ross's conduct in connection with his contract brought under your notice?—The Judge Advocate General, as the honourable Member is aware, went out to Egypt between the termination of his inquiry and the printing of his report, and there was a considerable amount of delay in rendering the report. The matter came under our consideration in December.

6488. When did the committee sit?—In August and part of September; it was not a committee; it was a special inquiry.

6489. Was the evidence brought under your notice at all in the meantime?—On the contrary; when I came back from leave I asked distinctly about it, but the Judge Advocate General was then in Egypt. I was on leave during the whole inquiry, and on my return from leave, before I gave any more contracts to Ross, I asked whether, in the opinion of the Judge Advocate General, there was anything affecting his honour, and I was informed distinctly that, so far as our contracts were concerned, there was no charge against him. At this time the analyst's report on Glucose had not arrived.

6490. Who did you ask?—I asked Colonel Mills, who was present at the inquiry.

6491. The matter was not brought under your notice, although you are aware that you were specially referred to by Ross as likely to over-ride the views of the military authorities?—That is a most amusing mistake. You will see in the evidence a very few sentences before that Mr. Tomlin had said if he had to complain of unfair objections he would appeal for an arbitration. Then he was asked whether he had had to complain of unfair objections at Woolwich, and he said "No," but that he had done such a thing at the Admiralty, and as a matter of fact he had got an arbitration, and had beaten the Department, which is perfectly true. Then he was asked further on whether he would submit to unfair rejections, and he said, "No; I should appeal to the Director of Contracts." Of course he would appeal to the Director of Contracts, because it is the constitutional thing if he is dissatisfied with the rejection, to appeal to me and ask for an arbitration or an independent opinion.

6492. I was not entering into the merits of the thing. I was merely asking you whether, notwithstanding the fact that special reference was made to you, his evidence was not brought to your notice?—I did not see it until it was in print.

6493. Are you aware that it has been alleged in connection with Ross's contract that, although that firm has been struck off the list of contractors, their goods are being supplied by other firms?—Yes.

6494. Have you any reason to believe that that statement is true or untrue?—I daresay it is true that they are supplying certain things. The fact is that Messrs. Ross have been employed by us for the last 40 years, and are in possession, not only of stores of leather, but of the means of turning out things rapidly. The Secretary of State has struck them off the list with a view of showing his disapprobation of their conduct; but it must be quite clear that until other people can place themselves in the position of supplying stores with the same facility as Messrs. Ross have hitherto done, it is very likely that they would go to them for assistance in carrying out their orders.

6495. To come back to the matter of open contract, what is the objection that you maintain to be fatal to the general system of open contract?—I think that the first objection is the delay. We, generally speaking, are able to make a contract within 10 days after a demand coming to us. If we had to advertise we should certainly be three weeks over it.

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6496. You

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6496. You do advertise locally?—Yes, for commissariat contracts; but then they are periodical contracts lasting six months.

6497. So you maintain that there would be delay?—A tender in case of commissariat contracts is always received five weeks before the service is to begin.

6498. Do you invite any person who chooses to put his name upon the list of contractors?—A manufacturer who applies has to furnish references as to his respectability; he has to give us the address of his workshop and prove to us that he is financially sound.

6499. There was a great noise some time ago about some contract for the manufacture of cartridges. It was alleged that a contract had been entered into with what was simply a bogus concern; do you remember that?—Yes.

6500. Had the customary precautions been taken in connection with that contract?—Yes, and the place inspected by an officer from the Royal Laboratory before the contract was given out.

6501. Would it not be more satisfactory and substantial if you were to require securities for substantial ability to execute a general contract?—I do not think that the game would be worth the candle. We know the large majority of our contractors; their personal history and where they live, and how they are respected in their own neighbourhoods; and we very rarely have a failure in any case that entails loss to the country.

6502. But you do not take my point. My point is, that if you threw open your contracts to everyone, simply requiring security for their ability to fulfil a contract, you could embrace a much wider field of tenders, and would consequently probably obtain the article cheaper?—We do not confine ourselves to limited competition. Our system is limited competition tempered by public competition: and whenever we find that our list is getting too small, or the value of the article is very considerable, we resort to open competition.

6503. Have you looked into the system adopted by foreign countries?—I know Mr. Rowsell's Report 10 years ago. He went thoroughly into it, giving the systems on which contracts were made and tenders opened in different countries.

6504. You are aware, from that Report, that in many countries the system of open competition is in force?—Yes.

6505. Certain securities are taken of the ability of contractors to fulfil their contracts; and subject to that every man is entitled to tender, and all tenders are open to the public?—Yes, and I hold that every man is entitled to tender now; but unless a man takes the trouble of coming on my list he will not be asked. I invite everybody generally once a year to tender, and I say I have a list of 2,500 to show that there is nothing limited in it.

6506. But 2,500 would include a very large number of different manufacturers?—Certainly, it has a large scope; but I hold that it includes, within a very few, the names of those who really care to do our work, guarded as it is by special patterns and very strict inspection, which is a thing unknown in the commercial world.

6507. Then in foreign countries there are greater precautions taken to keep up the belief among the contractors that, subject to the conditions of tendering, the lowest tender will be accepted, and that the whole thing will be done publicly?—Yes.

6508. You have no such system as that here, have you?—No. It is understood that when we invite men to tender the lowest tender will be accepted; but the Secretary of State in every tender that he issues takes to himself the power of refusing any or all.

6509. That is notwithstanding the fact that in the first place you have a restricted list of tenderers?—Yes.

6510. What guarantee is there to the outside public that the lowest tender is brought forward?—Every paper, directly after I have done with it, passes into the Finance Branch, whose duty it is now to audit all those things.

6511. Since when?—Since the change.

6512. Since this year?—Yes.

6513. The opening of the tender is not done publicly, is it?—It is done by a board consisting of a representative of the Accountant General, a representative of

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of my own, and the lower division Clerks of Record, and it is done in my presence.

6514. Since when?—It has always been so done since Lord Northbrook's Report in 1869.

6515. It is then passed on to the Financial Department?—It is tabulated in my branch, and dealt with according to regulations.

6516. You place your remarks against each tender?—I place my recommendations against each.

6517. Then you do not think it would be an improvement to adopt the system of open tender which prevails, for instance, in Belgium and other countries?—No, I do not think it would be good, as a rule. In addition to the delay which I have already mentioned, in making the contract, you must not forget that I am buying every year the same articles; and, moreover, the materials for the manufacturing departments are bought every three months; and therefore, in the course of several years we get to know who are the real people to do our work. We do not refuse to put any people on our list; but we do say that to go to public competition in every case when we are buying the same articles so frequently, and to submit to the inevitable delay of public contracts, and to submit to the further delay incidental to inquiring into the character of the lowest tenderer if we do not know him, is not good for the Service. Perhaps the honourable Member will allow me to read one paragraph from the instructions to my colleague, the Director of Navy Contracts, drawn up by Mr. Forwood, whom everyone knows to be one of the best men of business in the House of Commons, signed by the Secretary of the Board, and dated April of this year: "To ensure the supply of articles of satisfactory quality, care must be taken to obtain them only from persons or firms of repute, and for this purpose the system of limited tenders should be encouraged in preference to general invitations by advertisement. In such case, other matters being equal, the principle of accepting the lowest offer should prevail."

6518. Colonel *Nolan*.] By whom is that signed?—By the Secretary of the Board of Admiralty.

6519. What is his name?—Mr. Evan M'Gregor.

6520. Is he the Permanent Secretary, or a temporary Secretary?—The permanent official.

6521. When was he appointed?—Three years ago.

6522. By whom?—The First Lord of the Admiralty.

6523. Can you give me the name of the First Lord?

6524. Dr. *Cameron*.] You mentioned that the reason for having open competition with regard to stores bought locally was that you had these tenders coming in at regular periods once every six months?—Yes.

6525. You mentioned that the same reason, the frequently recurring contracts, is the reason why you should not have open competition in the case of things bought centrally. Is not that rather inconsistent?—No; because whilst we buy the same class of articles we do not buy identical articles, and the dimensions of the same articles would perhaps differ.

6526. Is not that the same with regard to stores brought locally?—No; the stores locally are produce, not manufactured articles at all, such as hay, bread, and straw.

6527. Is not bread a manufactured article?—Yes; but still that depends on the price of produce.

6528. You spoke of inquiring into the character of the tenderers. Would it not be easy to put as a condition that they should be allowed to tender, that they should provide security for the execution of their tender if accepted?—I do not think that would acquit us of taking a man, for instance, who had been a bankrupt; take that case, he might have very good security. There is no difficulty in the present day in finding bankers' security for almost everything; but you must think of the character of the man and his capabilities to supply. For instance, you mentioned a case just now of electric wire telegraph cable. We do not ask anybody for electrical apparatus or electric light apparatus, without having their means of production inspected by technical officers of the

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Department; and as time goes by we have to say, This man shall not tender any more, and that man shall not tender any more. For our own protection, and to get supplies in within a reasonable time we have to lay down rules that must be observed. Time has shown that they are very salutary rules. I am not going into the question you raise as to whether on public grounds public tenders should not be always adopted.

6529. How many firms have you tendering for electrical appliances?—There are seven.

6530. And if you were requiring a cable and had to draw up a contract for it, should you limit it to these seven?—Yes.

6531. Does that apply to the whole number?—Yes, all the seven.

6532. I understand you to say that such an inquiry as that, owing to Mr. Ross's conduct could not now occur without your attention being drawn to it much more rapidly than was done in that case?—I think it was purely an accident that my attention was not called to it sooner. I explained that really it was the Judge Advocate General's absence from England that caused the delay.

6533. Would it not be the most natural thing in the world that that being an inquiry regarding the exclusion of contracts, the evidence should be submitted to the Director of Contracts?—It was submitted directly it was in print.

6534. It was not ready?—The printing was done under the direction of the Judge Advocate General himself, who had his own printer and did the whole thing.

6535. When was the evidence given to you?—Before Christmas.

6536. And Messrs. Ross were not struck off till March?—No.

6537. Had you formed any opinion of your own in regard to them?—We had for a long time entered into correspondence with them, and called for explanations.

6538. Had you arrived at the same judgment as the Judge Advocate General, or, if you had been left to yourself, would you have struck them off the list?—They were not recommended to be struck off by the Judge Advocate General; the act was the act of the Secretary of State himself.

6539. Was it on your suggestion?—Yes, primarily; but the Secretary of State tried the case himself.

6540. Might I ask when you made the suggestion?—It was after fully reading the evidence, which took me some time.

6541. Was it before or after the publication of the Report?—It was after the publication of the Report.

6542. So that up to the time of the publication of the Report, even though you had the evidence in your hand for some time, you took no action?—No, on the contrary, I had no evidence at all until I had the Report.

6543. That is an important point; I ask whether it would not be proper that in any inquiry regarding the manner in which contracts have been carried out, the evidence should be submitted to you as Director of Contracts; do not you think that would be desirable?—I think this was entirely a question for the discretion of the Judge Advocate General.

6544. I am not blaming him, I am speaking of the future?—I agree in principle. The Judge Advocate General was asked to make a report to the Secretary of State, not to me, undoubtedly.

6545. Were you not supplied with copies of evidence in the case of the Committee that sat on the Egyptian War?—Yes, and of the Royal Commission, and generally I am, it is the rule; but this was a case in which the Judge Advocate General was asked to make a report to the Secretary of State.

6546. You did not take any action in connection with Mr. Cussans until after the Committee had drawn public attention to his case either?—I took action directly I was acquainted with all the facts.

6547. But you were not acquainted with the facts until the Committee brought them to light?—No.

6548. Colonel Nolan.] As I understand you, the whole of the meat, bread, oats, hay, and articles of that kind are now given out to perfectly open contract?—Yes.

6549. Everything

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6549. Everything supplied to the manufacturing departments, with very few exceptions, is done by limited contract?—Yes.

6550. What is the total amount of goods annually supplied for the manufacturing departments, including the Navy, or the Navy for last year, for it has now been separated?—One million.

6551. Is that raw material?—Yes.

6552. In addition to that how much more would be got in the case of manufactured articles, such as machines, files, ammunition, gun carriages, and so on?—I think, if the honourable Member will permit me, I should say that the million represents purchases for the manufacturing departments in bulk; we call them *matériel* even though they are files; they would include coals, files, and machines; the latter would not be a very large item.

6553. Would it include naval gun carriages?—No, those are bought by the Navy themselves.

6554. Does it include land carriages and batteries, as we heard from General Alderson?—Yes, we include those bought by contract.

6555. When you say a million now, does that include the Navy?—Yes.

6556. In times of what are sometimes called panics, sometimes special preparation, or sometimes special votes, that amount is very largely exceeded, I suppose?—Not in the case of the manufacturing departments.

6557. Not in the case of goods supplied by the manufacturing departments?—No, in times of panic we find we cannot rely on the immediate extension of our manufacturing departments to a very great extent. The principal purchases therefore are made of the manufactured articles produced by the trade in a hurry, of a nature that would in ordinary times be produced by the manufacturing departments.

6558. How much would that amount to?—It would depend upon the particular war.

6559. Have you any idea within the last 15 or 10 years what the annual average would be; would it be another half million added to the million?—Hardly that, 300,000 *l.* would not be a bad shot.

6560. Would it be 3,000,000 *l.* for the last 10 years?—I daresay.

6561. This is all done by the limited list of firms, as you have explained to the honourable Member for Glasgow?—Yes.

6562. Are you personally of opinion that that is a good plan?—I think it is.

6563. In your former evidence which I got out on Lord Morley's Committee, you stated that you were always trying to enlarge the list, and always wanted support against the manufacturing departments, who were closing the list; do not suppose that I think you do not wish to enlarge it?—I am obliged to the honourable Member. That is true. Since I have been Director of Contracts my endeavour has been, whatever the articles are, for the manufacturing or other departments, to enlarge the area of competition, and I have been very successful. But now the question is whether we should go further than that, and in all cases resort to public competition.

6564. I understand you to say that you are the successor to the Board of Ordnance; but at the time of the Board of Ordnance the amount of articles purchased by it was very trifling?—Yes.

6565. So that this thing has grown in the last 30 years?—Yes.

6566. And also the manufactures of Woolwich are very nearly new manufactures in the last 30 years?—Yes.

6567. They have grown too, and have grown into this system in 30 years; it is not a very old system?—Yes.

6568. Is it not time to re-consider it, and to see whether we cannot have a system of open competition now?—The manufacturing departments have now been established upon what is called a commercial basis; that is to say, they have to make every year a certain number of things of which a percentage is made by the trade; and at the end of the year it is our duty to report upon the prices at which they can produce the articles, as compared with trade rates.

6569. When was that arrangement made?—Under the new organisation of the department, in February 1888.

6570. That has not been worked yet, I suppose?—No. The Director
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[Continued.]

General of the Ordnance Factories in everything he does, has to consider his position as a producer; and he asks to be placed in the same position as the head of a manufacturing firm in the country like Armstrong's or Whitworth's. I do not think that either Armstrong's or Whitworth's, if they wanted a special manufacture, would dream of taking the whole British public into their confidence, and say we are going to buy so-and-so, what will you give it to us for? For instance, in the principal part of the manufacture of a heavy gun carriage, the castings, I mentioned before Lord Morley's Committee, that there was little real competition. Since then I have been inquiring into it, and I find that private manufacturers are in the same position as we are; they can only trust to the complete article being such as will pass proof if they go to persons who have a specialty in castings. I do not see myself any use in going to disappointed people whose castings we have had to reject, and invite them by public competition to come forward again. It is always a very invidious task to me, and the head of the Department, the Financial Secretary, to whom all these questions must go, to have to reject a tender. The tendency is, I think, if a man has anything to say for himself, to give him another trial; but we do know this: that if a gun carriage is not ready at the time the ship is ready, or if the gun is not ready, somebody will be hanged; and the fact that a man who has failed before, came in again by public competition, would be no excuse to me for having employed him.

6571. You would remedy all that if you came down on the security two or three times, if the security were a good large one of 10,000 *l.* or 20,000 *l.* Is it not the habit of public firms to put goods up to public competition, and take security?—Yes; but I do not know any public firms in the country who are in the same position as ourselves with regard to the manufacturing departments. The only manufacturers who are doing the same work as we are, are Messrs. Armstrong and Messrs. Whitworth, and we often exchange notes; in fact, it is almost a condition precedent to a man being placed on our list for any material for war that he should produce to us a sort of certificate that he has pleased Armstrong's or Whitworth's.

6572. And also Armstrong's and Whitworth's are amongst your largest contractors, are they not?—Yes.

6573. So that the whole thing is most involved, Armstrong supplying you to the extent of many hundred thousands a year?—Yes, at present.

6574. And have for the last 30 years?—Yes, during portions of that time.

6575. So that that restricts the trade rather. When you have these special things, castings, air-chambers, expansive steel shells, does not the price run up to an extravagant amount; did not the price of projectiles run up to 150 *l.* from 20 *l.*, when you had only a few firms, and tumble down when a question was asked by the House of Commons?—I am sorry to say that I do not recollect the case to which you refer; I will furnish an answer to that.

6576. Still, that is the usual price of steel shells?—What shells are you referring to.

6577. I am asking you the usual price of armour-piercing steel shells, the old ones?—The armour-piercing steel shells vary with the calibre; they run from 1 *s.* 3 *d.* to 1 *s.* 10 *d.* per lb.

6578. Did they not run up to 154 *l.* a ton some years ago, when some new plan came in?—I think that the first steel shells supplied singly for trial were the most expensive. The present actual cost of armour-piercing projectiles and their approximate weight is:—

		£.	s.	d.	£.	s.	d.
6-Inch, B.L.	100 lbs.	-	7	3	6 to	9	- - each.
8-Inch, „	210 „	-	15	15	-		each.
9·2-Inch, „	380 „	-	22	-	-		„
12-Inch, „	714 „	-	59	10	-		„
13-Inch, „	1,250 „	-	70	-	-	to 105	- - „

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[Continued.]

It will thus be seen that the highest prices per ton paid are—

	£.	s.	d.
6-Inch - - - - -	201	12	-
8-Inch - - - - -	168	-	-
9·2-Inch - - - - -	129	13	7
12-Inch - - - - -	186	13	4
13·5-Inch - - - - -	188	3	4

6579. You took a sort of *plébiscite* whether we should have open contract or not; you sent round to your contractors and all the naval contractors to ask them whether they thought this limited contract a good or a bad thing?—No.

6580. I leave out the Chamber of Commerce, and go to private manufacturers first?—No, I should not have dreamt of asking that. I asked whether they had any objection to their contract prices being published; but I never dreamt of asking the objection to private or public competition.

6581. I admit that your view is right; I was mixing the two things up; but you asked them whether their tenders should be published or not?—Yes.

6582. And they nearly all objected?—Yes.

6583. Was it not a peculiar constituency; it was not the general public, it was the contractors for the Army and Navy that gave this opinion?—Yes, almost exclusively.

6584. You also asked the chambers of commerce, and in some of the chambers of commerce, such as Birmingham, the same men had a considerable influence?—Yes.

6585. And most of them went against it?—No doubt they had influence also in the decision of their own chamber.

6586. Where they had no such influence the other chambers of commerce, by 24 against 20, were for open publication of the tenders?—Yes; and there is no question but that the information would be very valuable to the merchants.

6587. The general opinion, then, of the chambers of commerce, where contractors have not got a large influence, is a largely preponderating opinion in favour of the tenders being published?—Yes.

6588. You also referred to the trade council of workmen?—Yes.

6589. Is there more than one trade council of workmen in England, or does that one represent the whole body?—I do not know. That letter was not addressed to me, but to my colleague at the Admiralty. I saw it; but I was not in correspondence with them.

6590. At any rate, according to this document, the only body representing the workmen pronounced very emphatically in favour of the publication of tenders, and declared that it was not only in the interests of the State, but of the working men themselves?—We did not apply to them. They heard from the chambers of commerce and others that an inquiry was being conducted, and they replied to the questions voluntarily; but they were of that opinion which you quote.

6591. As soon as they heard of this inquiry they volunteered that opinion?—Yes.

6592. That it would be very much in the interests of the working classes, as well as of the State generally, that these prices should be published?—Yes.

6593. Are you in favour now of publishing the prices of the successful competitors after this amount of evidence?—No, I think the contractors are, after all, the people to whom we have to look for an opinion of that sort. We have hitherto considered those prices confidentially, and everybody has tendered to us on the distinct understanding that we do not divulge them.

6594. I acknowledge that up to the present time it would be a breach of confidence to publish them until they were given fair notice?—But many of them are of opinion that if we gave notice that we intended to publish the

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[Continued.]

prices, it would be for them to consider whether they could tender at all ; because our work can only be a certain portion of their productions, and a great number of merchants would demand what may be termed the most favoured nation terms.

6595. And they did not give us another reason, that their working men would know more than was good for them?—That was so.

6596. It is not the general rule that the man who pays the money calls for the time, and do not you think that when the taxpayers pay the money, it is for the taxpayers, and not for the contractors, to judge whether the tenders should be published or not?—Certainly, it is for Parliament representing the taxpayers.

6597. I want your own opinion with your great experience on the subject ; do you think that after having heard the evidence and knowing the feeling of the country, and the doubt thrown on a great many of the articles supplied, that it would be better for the future to publish the successful tender, and not the unsuccessful ones ; certain cases being excepted, always allowing the Secretary of State to make any exception he chose on his own responsibility?—We do now divulge everything except the price. If there is a tender by competition, whether open or otherwise (it is not quite the case in the Admiralty ; they only do it in the case of advertised competition), but in my case, in every competition, we on application state the name of the contractors, and if the order is divided, we give the proportion each one secures. If there is a very large competition, such as for army boots, which are split up among 15 or 20 contractors, I state the average price that I get for the year. But the question is whether we should be justified, against the wishes of our principal contractors, in publishing the exact price at which each man tenders, and is accepted.

6598. You are using the wrong word “justified ;” it would be so far present contracts ; but it is a matter for the judgment of the country for the future. It is not a question of justification. No contractor could complain if after due notice his prices were declared ; he need not tender unless he likes?—The question is, whether we would be justified or not in imposing that condition. We have a large number of contractors who have dealt with us for a great number of years who would dislike it, and I doubt whether we should be justified in inserting such a condition.

6599. You really think that we are so bound to our contractors that we cannot introduce a new rule into the making of contracts now, even if that rule is nearly universally adopted by everybody in the country and abroad?—I do not think there would be any difficulty ; it is a question of expediency purely.

6600. Then you drop the word “justification”?—No, I do not ; I use it simply as relating to the imposition of a new term in the contract. But it is a question entirely of expediency, and so far as I am at present advised, and with the experience I have at present got, without going very strongly against it, I think it is not expedient.

6601. Would you expect a great fall in price?—No.

6602. Supposing that you bought hay and oats on the same principle that you now buy manufactured articles, would you expect hay and oats to come cheaper if you did not publish the successful tender?—I do not think the prices of hay and oats are directly announced. I print a paper periodically containing the whole arrangements for Great Britain and Ireland, and no doubt it becomes public property.

6603. And it is practically public property?—Yes.

6604. But these manufactured articles at Woolwich are not public property?—No.

6605. Then your personal opinion is not for this change?—No, it is not for publication.

6606. But you have given us very little reason up to the present except that the contractors do not like it?—Yes.

6607. Are you aware, with regard to one point, there has been a very expensive Inspecting Staff instituted at Woolwich at a cost of 5,000 *l.* a year?—Yes.

6608. Is that Inspecting Staff sufficient ; ought they not to be able in future to judge better than in the past, what articles passed by contractors are good or bad?—Yes, I think they will.

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[*Continued.*]

6609. Is not that another reason for going to the public, instead of to special firms?—No, the difficulty in my case is that I cannot stand the delay in going to bad firms who might delay us six months.

6610. If you came down on the securities three or four times would not that do?—That does not give me the article for the ship.

6611. Have you come down on the securities?—We fine; we do not take securities as a rule.

6612. Why should you not do so?—Because the men whom we deal with are, generally speaking, men of such substance that we could recover any damage. Our rule is to buy against the man and charge for the difference in price, and we have hardly a case on record where we have suffered any considerable loss.

6613. If you allowed the competition to be more open, it would be necessary to take a security?—Yes, I think so.

6614. Would you have any great difficulty in making the securities pay?—The great difficulty about securities generally is to keep touch of them. A man may be a very good security to-day and be gone to-morrow; I will take the case where a man has a large contract, mentioned in connection with Lord Wolseley's evidence, for the purchase of the old clothes of the Army. A man takes a contract for the old clothes of the Army for three years, for which he pays us 40,000 *l.* a year; he has to find two securities of 2,000 *l.* a-piece. I get all the information I can, and the title-deeds, or other proofs of solvency connected with the man, are submitted to the Treasury Solicitor; and we make up our minds that they are good securities. We cannot keep touch of them.

6615. I have only one more question which has been suggested on quite a different subject; how much do you make out of the old clothing?—£. 40,000.

6616. *Sir Frederick Fitz Wygram.*] There are a great many articles which cannot be tested by examination, are there not, and therefore it is necessary to go to respectable contractors?—I think on general grounds we should have to go to respectable contractors; but it is absolutely necessary.

6617. Take the case of a gun carriage, you cannot test it except in the warehouse; if it breaks down on service it is a very serious thing?—There are certain tests for steel.

6618. I know; but in the case of a gun carriage I defy you to test it?—That is so.

Friday, 29th June 1888.

MEMBERS PRESENT:

Mr. Brodrick.
Mr. Childers.
Lord Randolph Churchill.
Captain Cotton.
Sir William Crossman.
Sir Frederick Fitz Wygram.

Mr. A. Gathorne-Hardy.
Sir Henry Havelock-Allan.
Mr. Jennings.
Colonel Nolan.
Mr. Picton.
Mr. Stanhope.

THE RIGHT HONOURABLE LORD RANDOLPH CHURCHILL,
IN THE CHAIR.

LIEUTENANT GENERAL SIR REDVERS BULLER, V.C., K.C.B., K.C.M.G.;
further Examined.

6619. Mr. Stanhope.] THE Committee have had some evidence with regard to the worn out old clothing of the soldiers, as to the period when the old clothing was no longer handed over to the soldier, but kept by the War Office, and sold when that was done; I believe there was an increase of pay given to the soldier?—There was certainly an improved amount of clothing given, and it was to a certain degree the value of the old clothing that repaid the cost of the new clothing which was given to them.

6620. What is your view, speaking generally, with regard to a soldier keeping his worn out clothing?—I do not think he ought to be allowed to keep it under any circumstances. We used to have a great deal of trouble by not being able to find out whether the clothing was improperly bought or not; but as long as we have a general rule that nobody but certain individuals is to be in possession of old clothing, it stops the facilities which used to exist for the soldier to do away with the clothing improperly.

6621. Was there also considerable objection on the part of the military authorities to the soldier being seen about the country in old tunics?—Yes.

6622. That would apply more to that article of clothing than the other articles?—To the outside garments more of course; the inside garments do not matter so much.

6623. Quite recently there has been a change, has there not, with regard to some of these articles of clothing?—Yes. Mr. Brodrick initiated a reform this year by which all the articles that are of less value than threepence, instead of being obliged to be brought into account, and accounted for individually, have been left to the commanding officers to deal with themselves. They are not any more than before the property of the soldier, but the commanding officer sells them to the contractor, and the money is credited to the canteen fund. I think, roughly speaking, about 547,000 garments of all sorts are affected by that change, for which the State, up to this year, had received somewhere about 970 l.

6624. And up to this year all those articles had to be brought into account against the soldier?—Yes; a most complicated and voluminous account was rendered for each of those articles individually, with the name of the man to whom they belonged and the date of garment, by which an immense amount of clerical labour was caused, and a good deal of friction in the regiments also.

6625. Do you think that the result of that change ought to be to diminish considerably the amount of clerical labour?—It certainly has done so to that extent; and it has been very well received by the Army, I think.

6626. Are you of opinion that that change should be carried further?—Yes, I am; I think it might be carried very much further.

6627. Take,

29 June 1888.] Lieut. Gen. Sir R. BULLER, V.C., K.C.B., K.C.M.G. [Continued.]

6627. Take, for instance, the boots of the soldier?—I should like to see all garments treated in the same sort of way. I have for years advocated what I believe would be a very great reform, from an army point of view, but have always been resisted by the clothing department, which never can see outside its own point of view, I think.

6628. Are you in favour of all the old articles of clothing of the soldier being sold in the same way as articles of small value?—Yes; I am in favour, as to all worn out articles, of its being made a matter of discipline on the part of the colonel, to forward their value to the War Office or canteen fund, whatever it may be, as he obtains their value.

6629. If it were to be all credited to the canteen fund, that would involve some increased charge upon the Estimates, would it not?—It might. In the case of these 500,000 garments that have been dealt with, the loss to the public was met by an increase of one per cent. being placed on those articles that are issued on repayment; so that actually the State gained a little. On the whole that was about fair.

6630. Do you think that there would be any means of saving the State against any considerable loss by adopting any such plan with regard to the other articles of clothing?—I think that a plan of that sort could be adopted which would entail a complete change in our system of issuing clothing; and I believe that that complete change could be made with great advantage, both to the public, the soldier, and the service.

6631. Sir *Frederick Fitz Wygram*.] I think the contract value of the old clothing was about 30,000*l.* a year, was it not?—Somewhere thereabouts.

6632. *Chairman*.] Did you gather (I do not know whether you have seen Lord Wolseley's evidence) that Lord Wolseley was of opinion that the old system of allowing the soldier to retain his clothing was a good system?—I have not seen Lord Wolseley's evidence; but I do not think I ever heard him express that opinion.

MR. HENRY T. DE LA BÈRE, called in; and Examined.

6633. Mr. *Stanhope*.] You are Deputy Accountant General at the War Office?—Yes.

6634. The Committee would be glad to have some information from you with regard to the present position of the paymaster service. Under the new scheme of organisation it is eventually intended, is it not, that the paymasters should go over to the military side?—Yes.

6635. Up to the present time has the *personnel* of the paymasters been under military control?—No; the *personnel* has been entirely under the Accountant General.

6636. The whole administration has been under the Accountant General?—Yes. In February last the Accountant General was, however, relieved of the duty, and it was placed under my charge.

6637. Was that with the object of trying certain experiments before the transfer took place to the military side?—That was so.

6638. Will you describe to the Committee the nature of the experiments which are being tried with regard to the paymasters?—Before doing so, I think, perhaps, it would be better to state how the matter stands. At the present moment we have three classes of paymasters: the chief paymasters, the staff paymasters, and the paymasters. The chief paymaster has charge of the district, and he pays chiefly the commissariat items, contract items, and such like matters. The staff paymaster has charge of the regimental district; he pays all dépôt charges, recruiting and Army Reserve, and the auxiliary forces. Then we have, in addition to these, a paymaster for each regiment, who confines his payments to the regimental services. Every captain of a company prepares a monthly pay list for the payments of the men in his company; and that pay list is forwarded every month to the paymaster. Prior to April last the

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[Continued.]

paymaster compiled a pay list every six months, which was sent to the War Office. To do this it was necessary to re-copy the whole of the company pay lists for the said six months. The monthly account prepared by the captain of the company and signed by him never came to the War Office. This was considered a very objectionable arrangement; in the first place, it led to errors in the re-copying; and in the second place, it afforded facilities for irregularities. This matter was considered very fully by the authorities of the War Office; and it was decided in April last that the monthly accounts prepared by the captains of companies should come to the War Office through the paymasters of regiments. Those pay lists have been, since April last, sent to the War Office for examination, the acting paymaster merely transmitting them and seeing that the money which he had advanced to captains of companies had been accounted for in them. The duties of regimental paymasters under the old system were not considered as sufficient to occupy their whole time; and now that the monthly accounts come in without being re-copied and compiled into one account, the duties devolving upon them are very much less. Under these circumstances it has been considered desirable, both by the military and the civil authorities, to adopt a system by which the regimental paymasters could be gradually reduced. One great object of this monthly account, which no doubt will occur to the Committee, is, that we should have a very rapid audit. The great difficulty of a six monthly account was that payments which took place in April or May of one year were not examined till very late in that year, and often not till early in the ensuing year, and that, consequently, it was difficult to recover any overpayments that might occur. This we hope, to obviate by the monthly pay list, for every endeavour will be made to get the account of one month examined before that for the ensuing month is received. The adoption of a monthly account has increased the work at the War Office, as will naturally occur to the Committee; checking forward the names in six accounts instead of one, means more clerical labour. The object of the station system is to see if we cannot reduce the amount of work done at the War Office, in fact to decentralize it. By the adoption of a station paymaster we propose that the computation and checking forward, and a great deal of the preliminary examination, should be done by the station paymaster with the aid of military clerks; the examination by the War Office being of a general character and particularly of items that are not provided for by regulation, and any other matters of a special nature. At the present moment the establishment of the Army Pay Department consists of 260 officers, namely, 16 chief paymasters, 97 staff paymasters, and 147 paymasters; that is the establishment for this year. We have now serving merely 240, namely, 16 chief paymasters, 98 staff paymasters, and 126 paymasters; consequently we have at this moment 21 vacancies which we have not filled up, and do not intend to fill up. These vacancies have occurred chiefly, I think all of them have, through combatant officers returning to their regiments. By 1891 we shall have 45 more officers returning to their regiments, making a total of 66. The total reduction of expense by these vacancies will be about 20,000 *l.* a year. In addition by 1891 we shall also have ordinary retirements to the extent of 16. This total reduction is more than we anticipate will be needed; and consequently we shall be in a position in 1891 to retain such of these combatant officers as are efficient, and as are willing to join the pay department.

6639. Would you recapitulate your total reduction in men and money:— The total reduction is 21 vacancies at the present time, and 45 more by 1891.

6640. Making a total of 66?—Yes. These 66 officers are combatant officers who do not belong to the Pay Department; they were only appointed for five years. The reduction of money will ultimately be about 20,000 *l.*; I have not included the 16 ordinary retirements to which I have alluded as they are members of the Department. By the adoption of the station paymaster system, we shall require altogether about 190 officers instead of 240.

6641. You are actually trying this experiment of station paymasters at the present moment at Colchester, are you not?—Yes, it has been tried at Colchester for the last three months, and the system is working very well.

6642. As an experiment:—Yes.

6643. Will

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Mr. DE LA BÈRE.

[*Continued.*]

6643. Will you explain how it works at Colchester, or how it is carried out?—The duties of the station paymaster at Colchester are as follows :—

1. He will pay for all the regiments at the station :
Deferred pay ;
Lodging allowance ;
Fuel and light allowance ;
Forage ;
Travelling expenses of officers, and all similar kind of payments
2. He will receive the monthly estimates of the regimental paymasters of the station, and submit them, together with the estimate for his own cash requirements to the War Office.
3. He will account to the War Office for the whole of the issues to the station, and for all other station regimental receipts.
4. He will treat each regimental paymaster at the station as a sub-accountant, and he will see that each regimental paymaster duly accounts for the sums issued to him for the payment of the regiment, and for such other receipts as may come into his hands.
5. He will receive from the captains of companies (through the regimental paymaster) the monthly company pay lists and the account containing the regimental paymaster's receipts and expenditure, all of which he will carefully examine and deal with in accordance with the instructions that may be issued.
6. He will be responsible for the accuracy of the accounts, thus examined and revised, and he will compile therefrom a regimental state for each regiment at the statement, including the incidental payments made by the regimental paymaster, and his own payments made under paragraph 1. Each regimental state will thus contain all the local receipts and expenditure, except those which may be included in the accounts of the chief (district) paymaster.
7. The receipts and expenditure included in each regimental state will be carried to a general state, which will thus embrace all the regimental receipts and expenditure of the station.
8. All paymaster's advances will be adjusted through the station paymaster.

The duties of the regimental paymaster at the station are as under-mentioned :—

1. He will compile and submit to the station paymaster a monthly estimate of the amounts required for the payment of the companies, and for the services which will be paid by him.
2. He will receive from the War Office the sums required for such services.
3. He will issue to the officers commanding companies such amounts as may be required by them, and he will see that each of such officers duly accounts for such money, and for any other monies that may be received by him.
4. He will render to the station paymaster, monthly, an account of his receipts and expenditure, supported by the pay lists of the captains of companies for the amounts issued to them, and by the proper vouchers for the other payments made by himself.

6644. He will, therefore, carry out the audit; and the duty of the War Office will be reduced to a test audit of the accounts when they are forwarded?—Yes, chiefly so; in fact we regard the station offices as small War Offices.

6645. What has been your experience so far, at Colchester, of the system?—It has answered very well.

6646. Is that opinion shared by the military authorities?—Yes, by Sir Evelyn Wood and the other officers there. Sir Evelyn Wood took a great interest in the matter at the time it was started, and has done his best to carry it out.

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6647, Sir

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Mr. DE LA BÈRE.

[Continued.]

6647. Sir Evelyn Wood is in command of the Colchester district, is he not?—Yes, he is the General commanding the district.

6648. What will happen when a regiment is transferred from one district to another?—Just what happens now. It will go with its acting paymaster instead of having a full commissioned paymaster.

6649. It will only have a regimental officer with a small extra allowance instead of a permanent paymaster?—Yes.

6650. How soon do you think you will be able to express a sufficiently sound opinion of the value of this experiment so as to recommend its general adoption or not?—We propose to adopt it at Aldershot and Shorncliffe next month, and we are of opinion, if it succeeds at those two places, that there is nothing to prevent its being carried out both at home and abroad. That opinion is shared by Lord Wolseley, whom I have consulted on the plan.

6651. It is obvious that the scheme, if carried out, would lead to a very substantial economy?—Yes, it would lead to a substantial economy, and in addition it would be a better system than has existed hitherto. It would prevent the irregularities which have occurred, and it would take away some of the work which is pressing so heavily on the War Office.

6652. Mr. Childers.] Can you give an estimate of the saving, if it is generally adopted?—It will ultimately be about from 20,000 £. to 30,000 £. a year, roughly speaking; that is, so far as the Pay Department is concerned. It remains to be seen what clerical assistance will be required in the shape of Military Clerks; but, as a set off against that, we must put the money which would be required for additional clerks at the War Office if all accounts were to come up for complete examination.

6653. Sir Henry Havelock-Allan.] Have you made allowance for the clerical staff in that estimate which you gave to the Right honourable Gentleman?—Yes.

6654. Mr. Childers.] But your estimate is a net estimate?—Yes, roughly speaking.

6655. Mr. Brodrick.] You have not included in that reduction the reduction in retired pay which would ensue from your employing so many fewer officers on the establishment?—No, I have not taken that into consideration. As we are not going to replace the paymasters, the retired allowance they get would naturally accrue as vacancies arise by death.

6656. And that would amount to about one-quarter of the whole of the Retired Pay Department?—I should say it would not amount to this.

6657. Then with regard to increase, you mentioned, in reply to the Right honourable Member for Edinburgh, a possible increase in the Staff at the War Office; would it not, in your opinion, be sufficient after the station paymasters have practically audited the accounts once, that there should be simply a test audit at the War Office?—That is the idea.

6658. You think that the audit by the station paymasters is practically a complete audit?—A preliminary audit, and we also consider it a satisfactory one, inasmuch as they have nothing to do with the cash.

6659. Do you think that in that case, if you only have a test audit at the War Office, the labour would be greater than that of auditing the old half-yearly accounts?—No, I do not think it would be so much.

6660. Then in that case we should not need an increase of staff?—No, on the contrary; I think as the system is developed we may be able to make a reduction in the War Office.

6661. Could we undertake, without the leave of the Treasury, a test audit; could we reduce the present audit from being a total and complete audit, to a test audit, or should we require the sanction of Parliament for that?—I do not think we should require the sanction of Parliament for that, because the audit we should give would be such as is necessary for the protection of the public; and the officers at the stations, although called paymasters, would really be War Office officials, and, although military officers, they would have nothing to do but the accounts, and could be fully entrusted with their examination; I think we

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we should have to communicate with the Treasury, but I do not fancy there would be any difficulty on their part, or on the part of the Exchequer and Audit Office.

6662. Do you find any indisposition to adopt this system?—No, I think on the contrary, that there is a disposition to adopt it, because it will make foreign service less, and prevent the continual movement of paymasters.

6663. Colonel *Nolan*.] Is this monthly system something in the direction of what formerly prevailed in the Artillery?—It is exactly similar, except that the monthly Artillery account, rendered by the officer, did not come to us more than once a quarter, the paymasters kept it to compile an account for that period. But what we are anxious to bring about at the War Office is, that the accounts should come up and be audited with the least possible delay.

6664. And there is this distinction too, that although the paymaster had very little to do with paying the men, he did supply the money to the captain under the old system?—Yes.

6665. You are not going to do so now?—The acting paymaster will furnish the money, but if we allowed the station paymaster to have anything to do with the money, I should not consider him a fair examiner of the accounts.

6666. I understand how you effect economy by this very sensible system; but I should like to know whether you are at all simplifying the clerical work of the captains of companies and acting paymasters?—Yes; there was a committee formed, chiefly of military officers, both at Aldershot and the War Office, and the adoption of their recommendation has very greatly simplified the matter.

6667. What are the simplifications; in what direction are they?—They consist in the reduction of the many forms now supplied by the orderly rooms, and in having a general return signed by the colonel of the regiment, who is answerable for the return, which will be accepted by the War Office as sufficient.

6668. He gives them a sort of voucher?—Yes, showing the casualties affecting the charges for pay.

6669. Then instead of signing a number of orders for stoppages, each separate one of which he cannot check for the purpose, he signs one whole return, and has done?—Yes, and that is just as good for us as the former system.

6670. About railway vouchers for men travelling, have you seen the way to simplify them; they take up a large portion of the pay duties, do they not?—There has been no suggestion in any way relating to them, so far as I am aware. There is a warrant issued, and upon that the railway company carries the men. We have had large correspondence with railway companies with regard to reducing the fares; but I do not think there is any proposal for simplifying the present mode of adjustment.

6671. How are the warrants issued?—By the regiments.

6672. Blank warrants?—Yes, to the paymaster, and he fills them up.

6673. And do they, or the railway company, fill in the amounts?—The paymaster fills in the amounts and numbers.

6674. Does the warrant go back to the acting paymaster?—It goes to the London or Dublin paymaster, as the case may be.

6675. But when it leaves the railways, does it not go back again to the captain of the company?—No; it is returned to the paymaster of the regiment after being paid by the London or Dublin paymaster.

6676. But he gets it into his pay-sheet?—No.

6677. Does it continue in his pay-sheet?—No.

6678. And has it to be accompanied by those vouchers?—No.

6679. Does not that lead to a great deal of correspondence; could not this railway system be simplified somewhat?—Perhaps it might be.

6680. It is a perfectly regular system that the Army should issue a railway warrant, and that the railway companies should let the men travel for that, and send in an account for payment by the Government; but it is then that the correspondence takes place?—I have not had any complaints on the point; I will make inquiries about it, and see if any simplification can be made.

6681. Have you been able to simplify the stoppages so as, instead of having

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so many days pay stopped, to be able to stop it for a certain sum?—The way has not been seen to do that.

6682. Have you not two or three different systems of stoppages: one in which you stop so much cash; another a day's pay, and a third a day's pay and rations?—Yes.

6683. And all those items appearing on the same pay sheet?—Yes.

6684. Have you not tried to simplify that?—This Committee did not see their way to any simplification in the way you suggest; I quite admit the stoppage out of the pay of the soldiers is a very difficult question to deal with.

6685. Is that not the whole difficulty; there is no trouble in paying a man a whole month, but the difficulty is in the broken periods?—Yes.

6686. Have you made any effort to simplify the broken periods; could you not try to pay the men by the month instead of by the day, so that they might be paid like officers?—I fancy that there would be great difficulties. I do not think it would be possible, for many of these men are married, and are not allowed to have any credit; and I do not see how they could go on; it might do very well for a single man in a regiment; but in the case of the married men, who are living away in quarters, I do not think it would do to pay them a large sum of money at once; I never heard it advocated.

6687. You do not understand me; a man is paid three times a month at the present time, is he not?—In some places they are paid daily, and generally weekly.

6688. That is more or less a punishment to the officer on duty; I am not talking about issuing the pay, but the accounting for the pay. At the present time, when an officer is transferred from one station to another, he is paid up to the end of the month, is he not?—He is always paid monthly in advance.

6689. But when a soldier is transferred, he is paid up to, say, the 12th or 13th of the month, so that he always starts with a broken period; and, as a consequence, you have to enter all the days separately, instead of so many days in a group?—Yes.

6690. Could not a very great amount of that clerical labour be saved?—I think it might be simplified; but I do not think that the suggestion you have made is feasible.

6691. Do not the American army pay by the month?—I do not know.

6692. Do not the War Office inquire about the only other army in the world, except, perhaps, the Dutch army in Java, that rests on a commercial basis?—Not knowing the American system, I cannot express an opinion upon it.

6693. In a general way, do you know whether they are paid by the day or month?—No; the bulk of the foreign armies do not pay the men monthly.

6694. But the American army and the Dutch army that I have mentioned are the only armies paid in the world besides the English army; are no inquiries made to know how they are paid?—No.

6695. Then, although you say there will be a saving of 20,000*l.* or 30,000*l.* a year, do you think it is possible, by inquiring into all these things, and seeing whether all these items cannot be simplified, that still further reductions might not be made, or a great deal of labour saved to the combatant officers, who might devote that time to their official duties?—I do not think that would reduce the expenditure; it might simplify the transactions between the captains of companies and their men.

6696. Did you not state just now that you were not quite certain of the exact amount of economy, because, although you knew the number of paymasters to be saved, you did not know the number of additional military clerks, as a matter of fact, who might be taken on?—Yes.

6697. If these simplifications could be brought about, then could you not say, "There cannot be any more military clerks; we have simplified our system and it is impossible the staff can be raised"?—It might be possible to do that. No doubt inquiries will be made as the system is enlarged.

6698. Will there not be difficulties in the regiments that you will have to struggle against. The clerks will like the work very well if it does not decrease their number, or prevent an increase, but will they not prefer to keep up the old plan?—When I speak of clerks, I do not mean in any way increasing the military

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military clerks of regiments; I should like to see the regimental clerical expenditure reduced. I am speaking of the paymaster serjeants of regiment, who are very highly paid men.

6699. Not the company serjeants?—No; the increase of clerical strength I spoke of would be at the stations.

6700. If you keep the accounts simple there, would that not keep down the expense of the military clerks?—It would undoubtedly.

6701. Taking it altogether, do you think that the military pay sheet is as simple as it might be?—No, I do not. I do not understand perhaps fully the necessities of regimental arrangements; but it does not look simple.

6702. Where did you get your information on this matter?—From officers of regiments selected by the military authorities, and considered as having a great knowledge of the subject; and also by the addition to that Committee of military authorities at the War Office. General Sir Redvers Buller has for a long time taken great interest in endeavouring to simplify these returns, because he noticed how difficult they were to manage in the expeditions to Egypt and the Cape.

6703. Is there not a difficulty about that class of evidence, from the fact that a colonel of a regiment has always been kept as clear as possible of the pay, and has had nothing to do with it; in fact, so that the colonel of the regiment will have forgotten all about it from the time when he was himself a captain, or if he has been on the staff, and has never taken the captaincy of a company, he knows nothing about it?—The officers were not all colonels; there were officers of various ranks and arms of the service, including Artillery and the Commissariat.

6704. Is it not a fact that the colonel of a regiment has up to this time been kept clear of the pay accounts?—Yes, except that he has to sign them.

6705. If anything goes wrong the captain has to pay, and not the colonel?—Yes.

6706. Consequently a captain can turn round and say, You must not interfere, or I shall make you responsible?—Yes.

6707. It is the only question of discipline on which he can speak to his colonel in that way?—Yes.

6708. Sir *Henry Havelock-Allan*.] Is it intended that the acting paymaster should account direct to the War Office for sums received by him and issued to captains of companies, or to whom would he account?—He will not account direct to the War Office; but he will account to the station paymaster for the payments he makes himself, and for the issues he makes to the captains of companies.

6709. Then the intention is that the acting paymaster, as you call him, which is a new name, is also to be a combatant officer?—Yes.

6710. Has any calculation been entered into as to how far his paying and his combatant duties are likely to clash?—That question has been considered by the military authorities. They have raised some difficulties, but they desire that the experiment should be made before they would say that it cannot be worked. It is anticipated that the slight payments an acting paymaster would have to make would not interfere with his combatant duties.

6711. He will have to keep a cash account of course?—A very small one.

6712. And he will have to have certain cash?—Only what he requires for his own small payments.

6713. Just as at present?—The acting paymaster's duties will be much lighter than those of the present paymasters.

6714. With regard to the paymaster serjeants they are very valuable executive non-commissioned officers in regiments; do you think of doing away with them altogether?—Not at present; that is one of the points which the military authorities beg should not be attempted until the trial is fully tested.

6715. I am not surprised to hear that?—You must remember that in future the bulk of the work will be done by the pay serjeants of the company.

6716. Do you think that that is likely, in so far as it may take away a captain's responsibility, to lead to more or less complications?—It is done now in every company; the pay serjeant makes up the company's pay list.

6717. But he receives the money daily?—We do not intend to interfere with that arrangement in any way.

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6718. That

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6718. That is what my question was aimed at; you do not intend to increase in any way the responsibility of the pay serjeant?—No; nor of the captain of the company in any way whatever.

6719. May I ask how is this experimental system of station paymasters to be fitted into the circumstances that may occur in the field?—That very system was adopted in Egypt, and has always been adopted in recent expeditions.

6720. In what way?—The paymasters of regiments have been located at various stations, as they were in Egypt, up the Nile, where they made payments as ordered by the chief of the staff.

6721. They have been centralised under the station paymaster?—Yes, under the chief of the staff.

6722. You do not propose that under the present system, do you?—Certainly; in any expedition that went abroad, any number of paymasters that the commander of the expedition required would be sent out with it.

6723. Would they be staff paymasters?—Yes, staff and other paymasters; and provision has been made at the stations for supplying that need.

6724. I wish that we should understand this distinctly. You propose to send out, as I understand you, a certain number of staff paymasters?—Station paymasters.

6725. From the general staff, to be centralised at certain indicated spots under superior paymasters of the Pay Department?—Yes.

6726. But you want, in addition to that, to have a constant acting paymaster with each regiment, do you not?—Yes.

6727. In what respect do you reduce the number of individual paymasters?—By taking away the 107 battalion paymasters who are very highly paid.

6728. You want to have an acting paymaster?—To him I would only give a small allowance.

6729. Then economy would result in paying officers an inferior sum as compared with the superior sum formerly?—On the ground that we have taken away nearly all the work.

6730. I do not gather that?—I explained it when I first gave evidence that the monthly pay lists of every company for six months were entirely recopied and compiled in a half-yearly account sent in to the War Office.

6731. That you propose to be done in future at the station pay office?—It will not be done at all; the company pay list, always prepared by the captains of companies, will come in to the War Office through the paymasters.

6732. In the original?—Yes.

6733. I am somewhat puzzled?—I will explain it. At the present moment, as you know, every captain of a company makes a month's pay list.

6734. Yes?—That pay list goes to the regimental paymaster, and, as I explained, is recopied. Instead of that pay list going to the regimental paymaster to be dealt with in this way, it will only be sent to him to be transmitted to the station and the War Office; but the captain of the company will have no more to do, and the regimental paymaster will have less to do; in fact, his duties will be very trifling.

6735. Colonel Nolan.] The pay list is not merely copied, that is only clerical work, but it is recompiled, is it not?—Yes; it is so, and that will cease.

On VOTE 16—continued.

MR. RALPH HENRY KNOX, C.B.; further Examined.

6736. Mr. Jennings.] I AM anxious to make a comparison between the cost of the civil department of the War Office now and in former years; it is a little difficult, because the clerks seem to have been entered under different heads then; for instance, in the Crimean war period?—I have the 1856-57 Estimates. The mass of the clerks were included on one page of the Estimates, though there were some exceptions. The arrangements of the Estimates have, of course, undergone several changes since that time, which is a very undesirable thing; as it makes it very difficult to compare the different periods.

6737. What

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6737. What I see is that the clerks then, in 1856-57, were entered under several departments, such as the Commander in Chief's Department, the Adjutant General's Department, and so on?—At that time the Commander in Chief's Office was an entirely separate office from that of the War Department; his establishment was shown as a separate organisation, and they were separately entered, under a separate Vote in fact; but the Vote is quite close to it; it is given at page 61, and there is not any great difficulty in making them out.

6738. All those clerks entered under different heads in Votes 6 and 7 of that period are now to be seen at page 89 of our Estimate?—Yes; equivalent clerks practically; there may be some few exceptions.

6739. I have taken this period, as you may suppose, because the Army was much larger then than it is now of course, we were in the midst of the Crimean War?—The number borne for the Army was considerably in excess of what it is now.

6740. And I suppose the work of the War Office must have been greater naturally?—It has varied very much in character since then; there have been many additions made to the work of the War Office in consequence of the development of various organisations, and I cannot say that the work was very much heavier then than it is now.

6741. I assume that in time of war the work is very much more than in time of peace?—Yes, naturally there would be an increase of work under the circumstances; but it so happens that a good deal of the work which would have devolved on the War Office, certainly under our present organisation, was not done there. There was a good deal of local examination out in the Crimea, which was accepted as a final examination by the War Office.

6742. Still if we had a war now the extra work thrown on the War Office would be considerable, I suppose?—There would be, no doubt, an increase of work, but I do not know that it would be so very considerable. We have had to make certain additions to our establishment during recent wars, but they have been of a subordinate character; additional writers and some dozen or so clerks.

6743. But they have been little wars, more or less. The Crimean War was a great war?—The number of men employed in the Crimean War, on the spot, was not very much in excess of what we have had in Egypt and the Cape. There would be no doubt some addition if there was a large war, but not a very large addition, and not a very costly addition, I think. For instance, in this very year 1856-57, the sum which was spent on the Army is not very different from the Army Estimates this year.

6744. The sum on the Civil Establishment?—No; the total amount of the Estimates.

6745. For the War Office?—No; for the whole of the Army Estimates.

6746. *Chairman.*] Would that include the provision made by loan?—It includes the whole Army expenditure.

6747. *Mr. Jennings.*] Is it not a fact that the staff at the War Office is very much in excess now of what it was in 1856-57?—No, it is not so.

6748. We will go into that a little, if you please. In that year, for instance, there was only one Accountant General for the Army?—Yes; and there is only one now.

6749. With a salary of 1,200 *l.* a year?—Yes.

6750. We have now one Accountant General at 1,500 *l.*, two Deputy Accountants General at 1,100 *l.* each, and two Assistant Accountants General at 1,000 *l.* each, making 2,000 *l.*, which is a total of 5,700 *l.*, as against 1,200 *l.* in 1856-57?—There was, besides the Accountant General, a Military Superintendent of Pensioners, who took all the pension work, which is now included in my branch; an assistant, who got 1,000 *l.* a year; and an examiner, who got from 800 *l.* to 1,000 *l.*, who was also in the Accountant General's branch. I think those are the appointments which correspond with the present staff.

6751. But take the case of this examiner, for instance; is there no person holding a post corresponding to his now?—He would be the equivalent to one of the Assistant Accountants General.

6752. Then that would not be represented by any of these other officials entered

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entered in the list; any of the superior clerks, for instance?—No, this was an officer who had a large division, and several rooms working under him, like the Assistant Accountants General and the Deputy Accountants General now.

6753. Would you say that this apparent increase of Assistant Accountants General, and so on, is not a real increase, but that the titles of the officers have been changed merely?—The Accountant General's work now, of course, includes the whole of the supply work as recently organised, and includes two Deputies and Assistants recently transferred from the Surveyor General of Ordnance Department. Then there was, in 1886-87, the Director General of Commissariat at 1,200 *l.* a year in those days, who had the whole of the Commissariat Accounts under him. In fact, the organisation is so different that it is not very easy to compare man with man; but I do not think you would find numerically a larger number employed in the duty of superintendence of that character than formerly.

6754. I have taken the whole course of the Civil Branch of the War Office for the two periods, and without trying to separate them into the different Departments, I find that in the year 1856-57 it amounted to 122,513 *l.*, and I believe I have entered everybody who belongs to the Civil Branch; whereas this year I find that it amounts to 173,265 *l.*?—If you look at the top of page 60 of the Estimates of 1856-57 the mass of clerks employed in the War Office are shown, being 48 first class, 79 second class, 217 third class, and 155 quarterly and temporary clerks. In addition to those there are the clerks shown under the Military Departments; they make up the mass of the Departments.

6755. I have reckoned them all up?—Those together amounted to something like 120,000 *l.*

6756. Yes, 122,513 *l.*?—Yes.

6757. That includes the salary of the Secretary of State?—No, it is the 85,000 *l.* and 19,000 *l.*, and the charge for the clerks included in these other categories. I mean the clerks under the Commander in Chief, and the Adjutant General, and Quartermaster General. The charge for this year, exactly equivalent to that, I think, amounts to something under 130,000 *l.*

6758. So that although you approach the calculation in a different way from what I do, you make it a little more?—I make the increase about 15,000 *l.*, or 16,000 *l.*, that is what it comes to, I think.

6759. I make it 50,000 *l.*? I do not think you have compared like things.

6760. It is very difficult for me, as an outsider, to compare like things. Just glance your eye over this calculation (*handing a Paper to the Witness*)?—Yes, I can explain really how the thing stands. The establishment is really singularly similar in numbers considering the large lapse of time, and the constant changes that have gone on. It would appear certainly that we are spending more money upon our establishment than we were in 1856-57; but on looking into it, any one who is familiar with the working of the Civil Service could see by calculating by the average salaries, given in each of the classes in 1851, that they were extremely low. The fact was that soon after the outbreak of the Crimean War, the War Office as then constituted was found to be not up to the mark, it consisted of a great number of grown old gentlemen, and before many years passed over those men were got rid of, and the office became a perfectly new office, with every one working upon a minimum salary. Taking the salary of the second class clerk at 315 *l.*, going up to 500 *l.*, with 79 clerks, the minimum being 315 *l.*, the average sum was only 325 *l.*, showing that they were all men just promoted. If you go through each class you find the same thing, that the establishment was being worked at the minimum cost. In addition to that, a large portion of the work was being carried on by a class of men called quarterly and temporary clerks, one of whom I was myself at that time. They were all working at a comparatively low rate of pay; I think I was having 120 *l.* a year.

6761. What is the corresponding class to that now?—When matters came to a more permanent form, a large number of these temporary and quarterly clerks were converted into permanent clerks. If you look, for instance, at the Estimates for 1864, you find that the established clerks have been increased, and

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and these quarterly clerks reduced to a number something like 70, some of whom are in the Office working at the present time, and have remained so, serving very much in the same position. That accounts almost entirely for the difference of charge. It so happens that we are now a grown old office, and that a vast number of our men are working upon the maximum salaries in all the different classes; that is to say, where the maximum is 500 *l.*, the men are drawing something like from 480 *l.* to 490 *l.*; there has been great stagnation, and there are many men of the same age who have grown old. But to make a fair comparison supposing that they had been at the mean rates of pay in the two years, the charge for 1856-57 upon the scales then in existence would have amounted to 145,000 *l.* a year. Our actual present charge is under 130,000 *l.* a year, and that is something like 3,000 *l.* a year in excess of the mean rates of salary. So that comparing the mean rates of salary of the establishment which then existed, and the charge that existed in 1856-57 with the present, there is a difference in favour of the present organisation and salaries of something near 20,000 *l.* a year. Our establishment is now 20,000 *l.* a year cheaper than it was during that time; and we are spending now as a constancy nearly as much money as was spent in that year 1856-57.

6762. *Chairman.*] What is the total amount which you took in 1856-57, under Vote 16?—The total Vote was 169,000 *l.* I have not stated this further circumstance, which is in my favour, but this Estimate was exceeded, and I find one of the explanations given on the account is, that it was due to the fact that 30 quarterly or temporary clerks had to be taken on with some others for the audit of certain expenditure, amounting to an extra charge of 6,000 *l.* upon that year.

6763. You take now, under Vote 16, nearly 100,000 *l.* more, do you not, than you did in the last year of the Crimean war?—The whole Estimate is shown quite differently; this only provided for what we should now call the Civil and Ordnance Departments, the late Surveyor General of Ordnance Department; the whole of the Military Establishments were provided in other Votes; some portion of the Establishment in Vote 7, and other portions of the Establishment in the Staff Vote. The Commander in Chief and his staff used to be provided in 1856-57 in Vote 2.

6764. Do you wish the Committee to understand, with regard to the cost and numbers, that the Establishment now is practically equivalent to the Establishment in that year?—The numbers I say are practically equivalent, but the cost is 20,000 *l.* a year less; that is taking the mean rate of charge as an approximation to the normal.

6765. Except that the bulk of the clerks are getting much higher salaries now than they did in 1856?—No, it is just the reverse.

6766. There are a great number of higher paid clerks now than there were then?—No, it is not so; take this as a comparison (it is very strange), the permanent office was then divided into three classes, first, second, and third, all permanent officials; the minimum pay of the second class was 315 *l.* a year, the sum total of the two senior classes was 127; that is to say, from a salary of 315 *l.* up to 800 *l.* That 127 corresponds exactly with the total number of our higher division clerks, that is, men receiving a rate of pay varying from 100 *l.*, not 315 *l.*, up to 900 *l.*

6767. Judging of the Army in those days by the numbers, what was the number of the Army in those days; how many men had you on Vote 1?—The numbers proposed to be voted were 246,000, being an increase of 30,000 over the previous Vote; but I stated that the Estimates were very much cut down, and I have not had time to see what establishment was maintained.

6768. The Estimates of what one may call war expenditure was cut down, but your War Office was not cut down?—No; it was increased.

6769. Your War Office Establishment in those days had to administer an Army of a quarter of a million of men, at an estimated cost of thirty-five million of money?—Yes.

6770. Practically you have the same establishment now to administer an Army of 149,000 men, at a practical cost of 19,000,000 *l.*?—Yes.

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6771. I am

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6771. I am taking the gross expenditure. Your Establishment in 1857 was estimated to be sufficient to do all the War Office work, in connection with an army of a quarter of a million of men, and in connection with an expenditure of 35,000,000 *l.* The establishment this year is practically the same, is it not, and it has to administer an army of 149,000 men, under an expenditure of 19,000,000 *l.*?—Yes.

6772. Since that time there has been a great decrease of the colonial garrison, is there not?—The number of colonial stations has been reduced.

6773. It was immensely reduced in the year 1869, was it not?—Yes. I was going to say that there have been many instances of increase on the other hand, even in the matter of the Forces. For instance, it must not be forgotten that although they are not borne upon our Estimates, the large increase that has been made to the European army in India causes a very great increase of administrative work to the War Office. The Volunteer organisation, again, is entirely a new organisation since that time. The Army Reserve of 50,000 men which we have at present is entirely new since then. I have looked into one or two of these items to show that numerically the number of people that we have to deal with is very much in excess of what they had in the Crimean War. The pension list alone stands at present something like 25,000 *l.* more than the pension list during the Crimean War; the recruits we raise, I should think, are four times the number, as well as the discharges, in consequence of the introduction of the short service. Each individual man gives increased work, and has to be dealt with. I may say that the increased test audit has caused a great deal of additional work, especially to the heads and responsible persons in the War Office; and there are many other items under which increased work is thrown upon us. The training of the Militia is entirely a new thing, you may say. The Militia had hardly developed before the Crimean War. It is quite true that a portion of them were embodied; but now we have 120,000 men coming out every year regularly, and all the complicated machinery of the administration of the Militia, which has developed enormously in recent years. I do not think, therefore, that it can be taken that because the actual number of men borne upon the Army was considerably in excess of what it is now, the work has at all diminished; in fact, the number of men that we have to look after, the charges for their pay, enrolment, and enlistment, have vastly increased.

6774. Mr. Stanhope.] Has the amount of work been practically increased by the larger interest which Parliament takes in the Army and its accounts?—I jotted down a note, I do not know whether it is quite respectful, that Parliamentary questions have almost been invented since then, and they cause a large amount of trouble.

6775. Mr. Jennings.] I want to ask you one question or two about this Return which you handed in last year; I see from it that the charges under Vote 16 are higher now, at any rate, than they have been since 1870-71; leaving out this period of 1856-57 altogether, they have increased?—I have not the comparison.

6776. That is your Paper of last year (*handing the Return to the Witness*). I see in 1874-75, for instance, that the charge was 205,000 *l.* under this Vote; in 1885-86 it gets to 252,000 *l.*; the explanation of that is that transfers have been made from other Departments to yours?—Yes, quite so; and the comparison I made, adjusting the thing as closely as I could, showed an increase of 12,000 *l.*

6777. That does not complete the administration of the War Office, does it?—Yes; we showed that there was an increase of 12,000 *l.* between 1874-75 and 1887-88, and a great part of that in consequence of the additions made to the office of the Director of Works and the development of the Intelligence Department.

6778. I make out a great deal more than 12,000 *l.*?—Yes; but after making the adjustment, making the transfer for 1874-75 of the charges included under the Regimental pay and Staff pay, and so on, I ascertained that the total increase was about 12,000 *l.*, and 11,900 *l.* of that was explained in the note of the Explanatory Paper showing that that 5,200 *l.* was an increase in the Works

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Division for the Assistant Director of Works, Inspector of Iron Structures, Inspector of Sub-marine Mining, and the Assistant Inspector of Sub-marine Mining.

6779. Then I will ask you do you agree with what Sir Ralph Thompson said the other day, that some of the audit work in the War Office might be dispensed with?—As Mr. De la Bère has explained, we are trying an experiment which will place some of our paymasters more or less in the position of examiners: to the extent that that audit can be accepted at head-quarters we may be relieved. But on the other hand I must certainly put in a word of caution, pointing out that the very fact that our accounts will be rendered to us monthly involves a considerable addition of work at the War Office, and even supposing we accept very largely the local audit which may be applied to these accounts, the work will still remain very heavy at the War Office; and I cannot say that I see my way to any considerable reduction of that establishment. In fact when we first proposed the monthly system of accounts I had to submit that we should require additional men to carry out the work of examination. We are doing our best to avoid an increase; some men are working very late, and we shall be obliged to pay some of them; in other cases I am getting two boys where we formerly had one man clerk; and I hope by developing that plan we may have sufficient hands and heads to do the increased work; but I cannot say that I look confidently to any decreased work at the War Office.

6780. Are any of the clerks working later?—Yes, they are working with a very good will, and working their full time.

6781. *Chairman.*] What is the full time?—The majority of the men work seven hours.

6782. Including any period for refreshment?—No; at least no man is allowed to go out for his luncheon; he generally brings it with him, or he may eat a plate of meat at his desk.

6783. What are their hours?—Ten to five.

6784. *Mr. Brodrick.*] Will there not be a considerable reduction in this very large item in consequence of the change of the used clothing being treated regimentally to the extent of a very large number of entries?—Yes, the vouchers will be very much reduced, I hope, with regard to those clothing recoveries.

6785. Is not that something like two-thirds of the work of that particular item which has been taken off?—Yes.

6786. Do you see your way to doing the same thing with regard to any other item other than the clothes which might be treated regimentally, and not audited at the War Office at all?—I cannot say that I do.

6787. You do not see your way to putting further responsibility on Colonels Commanding regiments, or officers at regimental districts?—I think that if you were to do that you would have to supplement them by an additional staff; and I think it is far better that you should have an independent examination of the expenditure at the War Office than locally. I do not think it would be admitted as a matter of principle, that this local audit could be regarded as a final audit and should not be submitted to a test upon our part. I think we must overhaul whatever accounts come in to us, and see that the expenditure is more or less accounted for. As to checking minute things, I think we may accept the fact that they have been checked locally by an independent person not in any way interested in the cash held by the paymaster.

6788. A considerable amount of work is done by the War Office in connection with Naval orders; you stated that you were of opinion that that should be entirely dealt with by the Admiralty?—Yes, the Naval work is very considerable still with us, because it is not finally settled what system of administration shall be carried on. I hope the Admiralty will see their way to taking the whole of that over.

6789. *Chairman.*] Are you pressing that?—I am as much as I can, certainly.

6790. *Mr. Picton.*] The reorganisation and retirement of old officials of which you spoke just now was, I think, in the year 1856?—Yes, in January, a good many were left.

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6791. Has

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6791. Has not any reorganisation of the kind taken place within the last few years?—Yes, once or twice.

6792. Was there not something of the kind in 1880?—No, 1878.

6793. The Admiralty and the War Office Regulation Act of 1878 was passed in consequence of an Order in Council introducing the lower division of permanent civil servants?—Yes.

6794. That Act was to provide a special inducement for retirement, was it not?—Yes, it did provide a special inducement.

6795. It offered gratuities?—Yes.

6796. The limitation of time was up to the end of March 1880?—Yes, there was a limit within which they were to be accepted.

6797. And they were to receive a gratuity not exceeding on the whole 1,000 £, or 50 £ for each years' service?—That is as near as I can recollect.

6798. What was the effect of that in securing retirement?—I think; so far as I can remember, the number of higher paid men, which it was thought advisable, should be reduced, was reduced by means of that organisation, and a newer class of men at lower rates of pay were appointed to succeed them.

6799. In addition to the gratuity was there not a rising of the rate of retirement pay; was it not arranged that no one should get less than half pay whatever his length of service?—I cannot say that I remember exactly the details of it, but there was some stipulation of that kind.

6800. The effect of it was expected to be a diminution of cost on the clerical staff?—Yes, a reduced charge.

6801. The total cost of the clerical establishment of the War Office in 1876-77 was, I think, 151,225 £?—The clerical staff is not given here separately; I cannot exactly say.

6802. Was the number employed 440 persons?—That would be about the number.

6803. In 1887-88 the cost comes, I think, to 150,515 £, and the number employed is 549 persons?—£. 130,000, I think I have shown, for what we call our clerical establishment, is the charge for this year.

6804. Should I be right in the number of persons, 549?—That depends upon what is included. The total number shown in 1888-89 is 538, including 87 military clerks; that includes draughtsmen and professional men attached to the Works Department.

6805. Then according to the statement that you have just now given there would be a saving, as between 1876-77 on the one hand, and 1887-88 on the other hand, of about 30,000 £, you say. You said it was 130,000 £ in the latter case and in the former case 151,000 £?—Yes.

6806. But in the meantime the bonuses have been paid to these retiring servants and the Pension List has increased?—Yes.

6807. The bonuses according to what I find would amount to 109,980 £. or very nearly 110,000 £?—Yes.

6808. Then taking the increase to the Pension List, do I put that too high as the sum of 40,506 £. a year?—I have not these figures with me.

6809. *Chairman.*] Will you put in a return showing all these details?—Yes, certainly.

6810. *Colonel Nolan.*] What proportion of War Office clerks are engaged in the examination of vouchers and in the auditing of accounts?—It is not very easy to answer the question, but I have had a statement made some little time ago of what the charge was for all those men whose work was restricted to manipulating accounts, examining them and bringing out results from them apart from revision and superintendence. The charge for them amounts to 31,000 £. a year.

6811. The total charge for the War Office is how much?—The total charge for clerks in the War Office is 117,000 £.

6812. And they are estimated at 31,000 £. as the amount for the work in connection with the accounts; or would it be a larger amount?—This is purely examination; what you may call the going through the accounts and checking the charges in the accounts. A very large number of men are employed on the questions arising out of such examination and the questions of principle that may be raised in discussing new financial questions and proposals; but the mere manipulation of the accounts is represented by that amount of 31,000 £.

6813. Do

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6813. Do you think that a larger sum should be allotted for all the work arising out of accounts; how much altogether of the War Office of the 117,000 *l.* is devoted to accounts generally, writing for vouchers and explanations, for example, and things of that kind?—That represents the total cost of this 31,000 *l.*; we have a room not included in this where all the entries are made of the money issued and all the expenditure recorded, and the total amount brought out as having been expended, and so on. I do not include that as examination of accounts; that is keeping the accounts, showing the results of the expenditure.

6814. Is not nearly the whole of that 117,000 *l.* spent on accounts one way or another?—No. For instance, the whole of the clerks in the military division cost alone 34,000 *l.* a year. They have been increased since then; this is under the old organisation; under the old organisation there was 34,000 *l.* a year spent in the military division.

6815. Do the military clerks do military work and not accounts work?—Yes. Then in the Central Department there is a charge of 20,000 *l.*

6816. Do they do accounts?—No, there is a good deal of actuarial work, but not accounts work.

6817. What is the difference between actuarial work and accounts work?—One is making a calculation and the other is keeping an account.

6818. Then, altogether, they come to 50,000 *l.* odd; is the balance about 50,000 *l.* spent on accounts?—I should think so, quite.

6819. Roughly, would you put it at over 50,000 *l.* on accounts and 20,000 *l.* on the central department, which is chiefly actuarial?—No, not chiefly actuarial, but a great deal is actuarial.

6820. And 30,000 *l.* military accounts?—Yes.

6821. Sir *Henry Havelock-Allan.*] With regard to the general calculation which you instituted between the cost for the year 1856 and that of the present year, I think you told us that it took about 35,000,000 *l.* to administer 246,000 men?—£. 35,000,000 was the Estimate presented for the year, which included a Vote for 250,000 men roughly.

6822. Roughly a quarter of a million?—Yes.

6823. Do you know whether that included all the foreign legions at that time in the British pay?—I cannot say; I imagine so.

6824. With regard to the differences as to the numbers administered now, you gave us the number of the regular Army now administered as being about 149,000 men?—Yes.

6825. Are there not to be added to that the 52,000 we have in the Reserve?—Yes.

6826. And roughly speaking, about 120,000 in the Militia?—Yes.

6827. And also again, roundly, something about 225,000 Volunteers?—Yes.

6828. The whole of which are administered, I suppose, within the 19,000,000 *l.*?—Yes.

6829. That is to say, it makes a rough total at the present time, excluding the differences between time of peace and war of rather more than half a million of men (546,000 is the real figure) administered at present for about nineteen millions of money annually?—Yes, our total establishment that we have to deal with, including Indian numbers, is 680,000.

6830. That includes the whole of the force in India?—Yes, which causes us a very large amount of trouble so far as administration is concerned.

6831. That is to say, for one item you are aware that in the year 1856 there were about 35,000 of the Royal troops in India, and a proportionate number of depôts, whereas now the numbers are 71,000, with a proportionate number at depôts?—Yes.

6832. Which we may count as an increase of something like 6,000 more men in addition to the figures which I have given?—Yes.

6833. Mr. *Childers.*] Did you observe the question which I asked Sir Ralph Thompson from No. 4827, or thereabouts, onwards, as to the power of reducing the charge for the clerical staff if you could have your own way in the organisation of that staff, and if vested interests did not come in the way. Sir Ralph

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Thompson said that though he could not name any precise sum, he could, if he and you had the power, make a very considerable reduction ; but he specially said that it must be on the understanding that Parliament did not interfere to raise the pay on the application of those who had agreed to take service on the lower pay. If you have seen those questions and answers would you agree on the whole with what Sir Ralph Thompson said ?—I have read his evidence, and I may say with regard to the charge for the clerical establishment of the War Office what I have already stated before Sir Matthew White Ridley's Commission, that I think the Lower Division men in the War Office and throughout the Service are too highly paid. They are taken now at 16 years of age, and I think we might fairly take them at 15 ; I think you could get them very easily at the rate of between 50*l.* and 60*l.* a year to commence with, instead of what they are getting now with us, 90*l.* a year. In fact what I should like to do would be to admit them at such a rate as that, and provide their pensions out of the present money. I would not on any account give up the pension system. I object altogether to the writer system of men who can come to-day and go to-morrow ; you can place no reliance upon them, I believe. I would rather have a younger set of men coming in. I remember when I first joined the service, that a large number of higher division men used to come in at 15 and 16. I believe we could get a good number of excellent boy clerks to come at 14 and 15.

6834. With rising salaries ?—Yes.

6835. When you say you object to the writer system, you mean by that, I presume, the system of 1871 ; but do you object to the writer system as introduced in 1866 into the Admiralty and Custom House, when gratuities were substituted for pensions at the end of their service ?—I think after short service, if you wish to dispense with men's services, the gratuity should be enough ; but I think that if you keep them on any length of time, you should be prepared to give them a pension.

6836. That is a question of time, of course ?—Yes.

6837. Do you happen to be familiar with the system that was introduced in 1866, which would have very largely reduced the Non-Effective Vote ?—I know that a large number of writers were introduced, and I know that the experience of it has been that they have been clamouring ever since ; they object to be employed for a long period of years, and have no prospect of pension.

6838. Are you not confusing the writers of 1871 with the writers of 1866 ?—I may be.

6839. I do not think that we have had any agitation on the part of the writers of 1866 ?—I think the pension system is an admirable system, it is growing up now throughout the whole of the mercantile world ; you have it throughout the railways, and you have that system of pension through all the banks of any size ; in the latter it is a mixed system ; the men contribute and the business contributes, and mainly half and half ; I believe that out of the charge for the lower division clerks you could obtain their pensions. I should like to see the pensions formed into a special separate fund and charged to the pay ; you could get it out of the pay at present. I should like to see it administered by a Commission of Civil Servants ; and I should specially like (supposing a fund of that kind to be created) to put it beyond the reach of the Chancellor of the Exchequer.

6840. That will arise on the non-effective votes, upon which I shall have something to ask you ; but taking Sir Ralph Thompson's evidence as a whole, in which he said that if he had his own way and were not interfered with by vested interests under the old system, or by any charge for lower division clerks on the present scale, he could produce a very large economy quite irrespective of the reduction in number ; do you agree with that ?—I could only look for economy in the reduction of the pay on entrance of the lower division clerks.

6841. You do not think that in the upper division clerks, taking the staff that you have at the War Office, if you had a clean sheet of paper the scale might be considerably lower ?—I do not think so.

6842. *Chairman.* |

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NON-EFFECTIVE SERVICES.

6842. *Chairman.*] It is not necessary to go into Vote 1 at any very great length, you gave very full evidence on that last year. I want to ask you on what Vote of the Army Estimates should we find the charge for what is called the Stock Purse in connection with the Guards?—There is no such thing as a Stock Purse now, it is abolished; but there are special allowances provided in the payments to certain officers in the Guards as a remnant of the old system, which are provided for under Sub-head D. in Vote 1, on page 20.

6843. *Mr. Childers.*] On which page is the detail?—The detail is not given.

6844. *Chairman.*] Why?—The total sum is provided for under “Foot Guards.”

6845. What would these extra allowances amount to in connection with this particular item?—The present charge for the allowances is set down at 22,700 *l.*

6846. For all allowances to the Guards?—Yes, in the nature of extra pay; that is the form these allowances take. An officer of the Guards has not any of the advantages similar to those enjoyed by other officers as to quarters and personal allowances of any kind.

6847. That is only in London, you must qualify that; at Windsor he has, and at Dublin?—Yes, only in London.

6848. You must limit it in London again because the officers are quartered at the Tower?—Yes.

6849. So that it is only the battalions that are not quartered at the Tower, Dublin, or Windsor, to which that applies?—Yes, they receive this extra Guards pay; a colonel, 250 *l.*; a lieutenant colonel, 200 *l.*; a major, 170 *l.*; a captain, 140 *l.*, and a subaltern, 70 *l.* a year.

6850. Will you explain what the Stock Purse was that was done away in lieu of which these allowances were given?—The Stock Purse was a fund which was managed by the regiments, consisting of certain allowances granted to them for providing the hospital and recruiting expenditure; they managed the whole of that themselves; they got a grant of so much a company, and they also had hospital stoppages from the men, and certain other grants which were put into this fund. They regulated the whole of their hospital and recruiting expenditure, paid their levy money and rewards for enlistment, and so on; and paid the hospital bills, and maintained the men when in hospital. Out of that fund the officers for some time, at all events, used to draw a profit, and that profit was calculated for certain years, just before the Crimean War, to have amounted for each captain and lieutenant colonel (it was only those officers who had anything to do with it) to about 92 *l.* a year in the Grenadier Guards, 78 *l.* in the Coldstream Guards, and 80 *l.* a year in the Scots Guards. When the Crimean War somewhat disturbed these accounts and reduced this profit to a minimum, and rather created a charge on the other side, the Secretary of State for the time went into it, and he regarded these officers as being practically entitled to this amount of profit to be guaranteed to them; and from that time until the abolition of the Stock Purse, which is now some five or six years ago, or even longer, that amount has been paid to all the captains and lieutenant colonels. The captains under the old system used to command a company of the Guards with the combined rank of captain and lieutenant colonel.

6851. I understand that the Stock Purse was a fund possessed by the Guards for hospital and recruiting purposes, to which the State made allowances?—Yes.

6852. What was the amount of allowances made by the State to that fund before the Crimean War?—There was an allowance of 158 *l.* for each company.

6853. What would that come to in round figures?—About 11,000 *l.* a year.

6854. What was the total amount of the fund administered?—I have not got those details.

6855. What proportion did the State contribution bear to the whole amount of the

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the fund?—I have not here what the annual charge was, but in addition to this allowance they had the whole of the hospital stoppages of the men.

6856. That was all public money, too?—Yes, I have not got the figures before me of what the whole expenditure used to be.

6857. Do you hold that the 22,000 £. which the Guards receive as extra pay now is all in connection with the abolition of that Stock Purse?—No; there were certain special allowances, which the Guards also received formerly; there was an allowance in lieu of apartments to the second regimental lieutenant colonel; he got 44 £., and something in lieu of coals and candles, 74 £.; there were differences in different regiments; for the Coldstream Guards the rates were 27 £. and 46 £. All these old fashioned allowances have been abolished, and the officers are in receipt of the rates of pay (those coming in under the new system) which I have read out.

6858. Which regiment of Guards now receive extra rates of pay on account of the old Stock Purse arrangement?—Any captains and lieutenant colonels who were appointed to regiments before 1871 who are still serving.

6859. Was 1871 the year in which the Stock Purse was finally abolished?—That was the year purchase was abolished. The warrant runs in this way: "An officer above the regimental rank of lieutenant who entered our Foot Guards before the 27th of August 1871, and who would have been entitled to a share of his profits on the Stock Purse Fund of his regiment under any regulation or custom in force before the 1st of July 1881, shall, in addition to the pay specified in the foregoing article, receive pay at the following rates, in commutation of the profit hitherto derived from the Stock Purse Fund." Those rates I have stated.

6860. What rates?—Officers of the Grenadier Guards, 92 £.; officers of the Coldstream Guards, 78 £.; and officers of the Scots Guards, 80 £.

6861. Has the Stock Purse Fund then ceased to exist as a separate fund for hospital and recruiting purposes?—Entirely.

6862. Now the hospital and recruiting purposes of the Guards are borne upon the Estimates?—Yes.

6863. When did that arise?—In 1881.

6864. And before that time what was the arrangement with regard to the Stock Purse, where the recruiting and hospital charges were paid entirely out of it?—No.

6865. What was the condition of the Stock Purse after the Crimean War up to 1881?—The account always showed a deficiency after these charges, and that deficiency used to be charged as allowance to the Guards.

6866. Then it would appear that before the Crimean War there was a profit at those rates you have just mentioned, which the Secretary of State thought ought to be continued to officers holding that rank at that time?—No, continuously.

6867. For ever?—Yes, that was the view taken at the War Office.

6868. Mr. Childers.] By the War Office, when?—I know the question was frequently raised. I think when ever a new examiner got on to these accounts, they thought them so unsatisfactory that they used to draw attention to them; but we used to be told to hold our tongues about such questions.

6869. Chairman.] I suppose the great defence of these extra allowances to captains of the Guards is, that they are not provided with quarters during the greater portion of their term of service?—Yes, that is the idea, and that they have to live in London for such a large portion of their service. A subaltern receives 70 £. a year, formerly he used to receive nothing. That includes the whole of the allowances he gets, in addition to his pay, but he gets no allowances of any kind.

6870. Sir Henry Havelock-Allan.] And he is provided with no mess?—No.

6871. Chairman.] He is at Windsor, at the Tower, and in Dublin?—Yes.

6872. Is it not also the case that the dinner on guard at St. James' is considered to be, to some extent, in lieu of mess?—I do not know that it is; it is a special grant that has been made from time immemorial for the guard there.

6873. Is that grant paid out of estimates for the dinner on guard?—Yes. I believe

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believe that in olden times it used to be charged upon the expenses of *Royalty*, in fact, on the Civil List. Then it was transferred in 1883, I think it was, to Army funds, among the special extra allowances, and it has been borne ever since on the Army Estimates.

6874. On the whole, are you of opinion that these extra rates of pay to the Guards are justified by circumstances with regard to them?—Yes, I think so.

6875. You are not contemplating any further changes in connection with that?—No. There is a question under discussion between us and the Guards as to the hospitals, in regard to the terms on which the hospital buildings should be used.

6876. Some of the Guard officers have actually money invested in those hospitals, have they not?—Yes, as a liability of the management of the fund, they had to provide quarters for the sick, and the various regiments have made special provision for providing these quarters. Some have rented a building under more or less length of tenure, some on short lease, and some on long lease; and others have bought freeholds and built upon them, being entirely under their own management; the property is vested in trustees whom the regiments have appointed; and the terms under which we are to use these hospitals on the granting of these new allowances are not yet finally settled; they are still under discussion with the Guards and the Treasury; but we hope that a decision will be come to very soon.

6877. Do you contemplate that you may have to make payments to the Guards on account of the money which they have invested in these hospitals?—The idea is, that we should use the hospitals of the Coldstreams and Scots Guards for the remainder of the tenure of their leases; one is a much longer period than the other; the Coldstreams has a very short time to run; and with regard to the Grenadiers, we should have a lease rent free for a considerable number of years. It was thought at one time that they would have handed over to us the freehold, but they do not quite seem to see that; they are willing to give us a long lease rent free. That is the arrangement under consideration.

6878. Passing away from that subject to the general Vote itself, the Vote has been greatly altered since last year; there have been additional charges placed upon it, and there have been others removed from it; that is so, is it not?—Yes.

6879. Travelling down the Sub-heads, I see that you have decreased the pay of the general staff by 7,194 *l.*?—Yes; that is mainly due to the reduction of the staff in Egypt.

6880. Has that staff in Egypt now reached its minimum do you suppose?—For the force that is now being maintained there it has.

6881. What force do you estimate for this year in Egypt, how many men?—Three thousand four hundred and twenty-two is the regimental force.

6882. And what was it last year?—It was estimated at something over 5,000 men, but a larger number of men than that were maintained for a considerable portion of the year.

6883. There is, I observe, a decrease on Sub-head C., “Regimental Pay,” of 22,000 *l.*; how does that arise?—That is mainly due to the fact that last year was leap year, the extra day, that is the principal cause; but there have been reductions also in the number (which has been gradually cut down) of lieutenant colonels in the regiment; they were reduced from two to one; and also in the Artillery and Engineers they were reduced. That has been gradually brought about and a certain amount reckoned upon as a saving this year.

6884. Mr. Childers.] In the battalion?—Yes.

6885. Chairman.] Are their places taken by the majors as they disappear?—Yes, the senior major has to act in lieu of the lieutenant colonel in his absence, and he gets a special allowance, and is not in command of the companies.

6886. Mr. Brodrick.] When was the second lieutenant colonel abolished?—Under Mr. Campbell-Bannerman’s Warrant.

6887. Chairman.] “Regimental Extra Pay,” Sub-head D., shows an increase; what is the reason of that 6,000 *l.*?—That is the extra pay given to the engineers employed

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employed upon submarine mining. A larger number of engineers are employed upon that work and withdrawn from "Works"; and in that case, under the present arrangements, their extra pay becomes chargeable against the Military Vote and not against the Works Vote, which would be the ordinary course when they are employed upon works.

6888. I see under Sub-head G., "Agency," 21,000*l.*; the examination into that subject by the Committee last Session has not led the War Office to consider the matter with a view of making a change?—Yes, it has. The War Office submitted a scheme to the Treasury, to which the agents were prepared to agree, but the Treasury have not seen their way to take it up and decide it; they look upon it as a somewhat intricate question, requiring a great deal of consideration, and we have not a final decision from them.

6889. Would your scheme have led to a decrease of the charge?—Yes.

6890. A considerable decrease?—Yes.

6891. And an immediate decrease?—Yes.

6892. And the Treasury have arrested that?—Yes, they did not like the conditions (they thought at least that they require*d* consideration) upon which it was proposed to make the reduction.

6893. The next item has been transferred from Vote 9, has it not?—Yes.

6894. I see it shows a reduction of 12,500*l.* as compared with the charge for last year?—Yes.

6895. To what is that due?—That is mainly due to the Egyptian reduction; it is the subordinate employés in Egypt and the transport employés.

6896. The Paymaster's Department we have gone into; you have already effected there a small reduction of 6,600*l.*?—Yes.

6897. I suppose that is quite independent of the larger changes which you contemplate?—Yes.

6898. Is that mainly on account of Egypt?—No, not at all. I have here a little statement which I might hand in, perhaps. Some interest was shown in the wages paid to the servants at the War Office last year. This statement gives in detail the expenditure of 2,500*l.*, I think it was (*handing in the same*).

Tuesday, 3rd July 1888.

MEMBERS PRESENT:

Mr. Brodrick.
Mr. Childers.
Captain Cotton.
Sir William Crossman.
Sir Frederick Fitz Wygram.

Sir Henry H. Fowler.
Mr. A. Gathorne-Hardy.
Colonel Nolan.
Mr. Woodall.

THE RIGHT HONOURABLE HUGH C. E. CHILDERS, IN THE CHAIR.

ON VOTE 18.—HALF PAY.

ON VOTE 19.—RETIRED PAY.

MR. RALPH H. KNOX, C.B., and MR. DENHAM ROBINSON ;
Examined.

6899. *Chairman (to Mr. Robinson).]* ARE you the senior actuary of the War Office?—I am.

6900. Are you well acquainted with the whole story of the changes in the arrangements as to the retirement and retired pay of officers from the time of the abolition of purchase?—I have had to make all the calculations in connection with them from that time.

6901. And are you in a position to state to the Committee what the state of matters as to retirement was before the abolition of purchase, and what the state of matters is now under the different Warrants which have been passed since then?—I think so.

6902. Will you go back to the year 1852. At that time I think the purchase system was working almost normally?—There had been no war to disturb it during any recent years; therefore it was working approximately normally.

6903. You can mention, I think, the average length of service after which promotion took place in the different ranks of officers at that time?—In the Infantry (I have the Infantry statistics here) they became captain after nine years' service, major after $19\frac{2}{3}$ th years, and lieutenant colonels after $24\frac{5}{12}$ th years.

6904. This was before the Crimean War; the Crimean War gave some stimulus to promotion?—Yes, because the Army was largely increased. There were an immense number of casualties; and, of course, promotion went on more rapidly.

6905. Then going on to 1870, just before the abolition of purchase, at that time do you know what the Non-Effective charge for officers was?—For all arms it was for retired full pay, 139,039 *l.*; honorary colonels, 208,500 *l.*; unattached general officers, 88,500 *l.*; making a total of 436,039 *l.*, plus an undefined amount of half-pay.

6906. Do you know what at that time was about the amount of half-pay, and whether it was increasing or diminishing?—It was about 194,000 *l.*, and it was very rapidly increasing, because the new rule by which every officer had an inalienable right to retire upon half-pay, and get his over-regulation, after 25 years' service, had then recently come into full play.

6907. At that time there was very little compulsory retirement?—The only compulsory retirement then was that from the command of a battalion at the age of 60.

6908. Purchase was abolished, I think, in the following year?—Purchase was abolished in 1871.

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6909. Do

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[Continued.]

6909. Do you remember what was the undertaking of the Minister for War as to the retirement after purchase?—Lord Cardwell gave it out that promotion would be secured to an officer practically at the same rate as it had been under purchase.

6910. The first step towards that was to limit the tenure of certain appointments?—By the Warrant of 1871 the tenure of a lieutenant colonel of a Cavalry or Infantry regiment and of a major was limited to five years.

6911. Before that time an officer could not be compulsorily retired before the age of 60?—No.

6912. Then in 1872 what was done as to the Ordnance Corps?—In the Artillery officers commanding batteries were converted from captains into majors, in order to give an increased flow of promotion.

6913. And in the Engineers what was done?—About the same proportion of the captains were turned into majors.

6914. This state of things, this great slowness of promotion, led shortly afterwards to the appointment of a Royal Commission, did it not?—Yes; Lord Penzance's Commission was appointed in 1874.

6915. At the time of the appointment of that Commission, could you give the Committee the amount of the Non-Effective charge?—I cannot give you the actual Non-Effective charge then, but I can tell you what was calculated as the normal Non-Effective charge, supposing Lord Cardwell's measures to have gone to their normal state; the British charge would have been 592,000 £., and the Indian charge was 318,000 £., making together 910,000 £.

6916. What at that time was the rate of promotion in the Infantry?—The calculated normal rate was very slow indeed. An officer would have become captain in the Infantry after 18 years; major after 23½ years; lieutenant-colonel after 37 years; and major-general at a very old age. This was in 1874, and it was the normal of the system that was then at work; not what we had got to in that year, but what we should have tended to at a future time.

6917. That was the estimated promotion when Lord Penzance's Commission was appointed?—Yes.

6918. And it was to remedy the otherwise impossible state of things of that normal that that Commission was appointed?—It was.

6919. What, in their opinion, did the Committee say the promised promotion had been?—They reported that the promotion under purchase which had been guaranteed to officers was, to captain after nine years' service, to major after 18½ years' service, and to a lieutenant-colonel after 23½ years' service.

6920. That was very nearly returned at the actual rate in 1852?—It was a little faster as regarded the majors; it was faster by a year as regarded the lieutenant colonels.

6921. And was about the same with regard to captains?—Yes.

6922. The Warrant of 1877 was passed, having in view the fulfilment of that calculation, was it not?—It was passed in order to carry out the recommendations of Lord Penzance's Commission; but it did not give so rapid a promotion as was there spoken of as promised.

6923. The Warrant was a little bit less favourable than the calculation which Lord Penzance's Commission founded their report upon?—It was.

6924. What were the main heads of retirement under the Warrant?—A captain had to retire after 20 years' service; a major after seven years' service, as such, provided that he had served 27 years in all. I am speaking of the Cavalry and Infantry. A lieutenant colonel was removed from his regiment after five years' service, and was retired at 55 years of age; a colonel had to retire at 55 years of age; and a general officer had to retire at 70 years of age.

6925. That was expected to produce promotion not quite so rapid as Lord Penzance's report contemplated; but perhaps you can give the Committee the exact figures?—It was expected that promotion to captain would be after 11½ years' service, to major after 20 years' service, to lieutenant colonel after 27 years' service, and to major general after 35 years, because there was at that period compulsory retirement for a colonel.

6926. What was the normal charge under the Non-Effective Vote estimated at, taking the Cavalry and the Infantry together first, and then the Ordnance Corps?—Allowing for the introduction of the forced retirement of colonels, the normal

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[Continued.]

normal for the force that we had in 1880, which was within the time of that Warrant being in action, stood as follows: the amount of the British charge was 1,342,556 *l.*, and the Indian charge 549,114 *l.*, making a total of 1,891,670 *l.*

6927. That varied a little from the estimate of the Commission, did it not?—Yes.

6928. Because it was the result of the changes you have described?—Just so.

6929. So that at that time the contemplation was that the charge to this country would be about between 600,000 *l.* and 700,000 *l.* a year more than before the abolition of purchase?—It is about that; about 700,000 *l.*

6930. Besides the charge of 549,000 *l.* a year to India. Then under the Warrant voluntary retirement was allowed apparently before the time for compulsory retirement?—It was allowed at any time from 12 years' service and upwards.

6931. But it was not estimated, I think, that that voluntary retirement would in reality increase the charge?—No, it was estimated then that voluntary retirement would be a saving, because the charge to the public for every voluntary retirement was less than that caused by compulsory retirement.

6932. At that time the number of general officers on the active list, not taking in retired officers, was, I think, 292?—It was.

6933. Now with regard to the regimental organization, can you give the Committee the numbers?—It was nominally three lieutenant colonels, but it was really two, because one was the colonel commanding the *depôt*; four majors, 22 captains, 34 subalterns, making a total of 62.

6934. That system worked from 1877 to 1881, I think?—Yes.

6935. And then can you state to the Committee what the great blot in it was which came to light as to retirement from the rank of captain?—It was that a large number of captains were forced out at the age of 40, or after 20 years' service.

6936. Do you remember what proportion per 1,000 officers it was then seen would be forced out of the Service at that very early age?—Only 216 would have obtained the rank of major.

6937. Out of 1,000 officers entered in the Infantry as subalterns only 216 could reach the rank of major?—I believe that was the great blot.

6938. And out of 882 who actuarially might be expected to become captains only one-fourth could get above captain's rank?—Yes.

6939. That was the first and most serious blot which then became evident in the plan?—That was the first hardship that was noticed.

6940. In the Warrant of 1881 what were the main changes?—Under that Warrant the number of general officers was reduced to 140 from 292; honorary colonelcies were abolished, and the pay of general officers was graded according to their ranks. The retiring ages were reduced: for lieutenant generals and generals to 67, and for major generals to 62; selection was introduced, at least in theory. The regimental organization was altered to, lieutenant colonels, four from two; majors, eight from four; captains, 14 from 22; and subalterns, to 30 from 34, making total alteration to 56 from 62.

6941. There was a slight reduction in the total number of regimental officers and not a great increase in the higher rank?—Yes, the lieutenant-colonels and majors were doubled, and the captains not far from halved.

6942. What was the normal non-effective charge calculated upon?—Excluding voluntary retirements, and, therefore, stating the highest charge, it was calculated at 1,149,850 *l.* for the British charge, and 505,211 *l.* for the Indian charge, making a total of 1,655,061 *l.*

6943. What was the economy upon the former Warrant?—Allowing for certain changes which were made in the Effective, the net economy upon the normal, was 231,312 *l.* upon the British charge, and 13,710 *l.* upon the Indian charge, making a total of 245,022 *l.*

6944. The total being reduced from 1,890,000 *l.* to 1,650,000 *l.*?—Yes, in round numbers.

6945. What have been the other great changes in the rules as to retirement, beyond what you have explained?—Practically the pivot of retirement was

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removed from captains to majors, and company officers who previously had to retire at 40, served for the further period from the age of 40 to 48.

6946. Was there also a new rule as to compulsory retirement after non-employment?—Yes. If a captain were unemployed for three years, or a field officer for five years, he had to retire.

6947. What was the length of service in the different ranks which was then calculated; after what service would promotion take place?—For the Infantry, working at its slowest (that is, without voluntary retirement), it gave promotion to a captain after 12 years' service; to a major, after 20 years' service; to a lieutenant colonel, after 28 years' service; and to a major general, after 35 years' service.

6948. In other words, you added eight years to the service of a company officer, and seven years were left for service as a *bond fide* field officer?—Yes.

6949. What change was made at the same time as to the qualifying service for a full colonel?—The qualifying service was reduced from five years to four years.

6950. The facilities, therefore, for becoming colonel with retirement at the age of 55 were greatly increased?—They were.

6951. And that also was effected by the halving of the establishment of general officers?—Yes, that is so; more colonels had to retire, because there were less generals to afford them promotion.

6952. In the calculations which form the basis of the Warrants of 1877 and 1881, what was estimated as to voluntary retirement?—It was considered that there were so many exits provided by compulsory retirement, that voluntary retirement would be unlikely to act to any large extent; it was therefore ignored.

6953. The exit under the first Warrant being practically at the age of 40, and the exit under the second Warrant at the ages of 48 and 55?—Yes.

6954. But an enormous retirement being afforded by the first Warrant?—Yes, at the age of 40, with a later retirement at 55.

6955. The expectation as to voluntary retirement has not been, I think, fulfilled?—No; it was found that it acted very largely in the lower ranks, and that a great number of officers went out, especially at the ages at which there was a sudden increase of the rate of retired pay, as at 23 years' service, 18 years' service, and 12 years' service.

6956. The result of that was, that it became evident in 1886, did it not, that some change in the last Warrant must be made?—The idea became prevalent that there was more voluntary retirement than was necessary, and that promotion was becoming too rapid; how far that idea was justified I do not know.

6957. However, the new Warrant, which is known as Mr. Campbell-Bannerman's Warrant, which was issued after the change of Government, dealt with that impression?—It did; it is the current Warrant, that of the 31st December 1886.

6958. Would you just state shortly what were the main changes in the Warrant of 1886?—I might be allowed to say, perhaps, that another great grievance that was brought against the Warrant of 1881 was the immense body of colonels that it created, and the difficulty that there was in getting them up to be generals; and another grievance was, the rapidity of change in the command of battalions.

6959. Under the two lieutenant colonels' system?—Yes.

6960. Could you state to the Committee what was the rule under the 1881 Warrant as regards the lieutenant colonels?—There were two lieutenant colonels to each battalion; they were limited to a service of six years in all, and the officer commanding was limited to a service of four years; but by the ordinary average of cases he could not hold it for more than three years.

6961. That, from a military point of view, was considered unsatisfactory?—Yes, especially as the casualties happening reduced the average even below three years.

6962. How were those blots dealt with under the Warrant of 1886?—As regards the number of colonels, the rank of colonel ceased to be obtained by mere existence. It was made substantive as the accompaniment of distinct employment,

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employment, and an officer only attains it by being selected for such employment.

6963. And in the second case?—One lieutenant colonel per battalion was reduced, and the commandant of the battalion was appointed for four years certain.

6964. And the third?—The majors ceased to be seconded, so that they could not exceed a fixed number per battalion, and any additions for extra regimental appointments were made to the captains. They have also ceased to be liable to retire after seven years' service as majors; but if they serve till 48, then retirement becomes absolute.

6965. Then as to the compulsory retirement of captains, have you any remarks to make?—The period has been extended to 45 years of age.

6966. Then there is a fifth point, is there not?—Paid retirement cannot be obtained after less than 15 years' service, instead of 12 as formerly; and the inducement of a lump sum has been abolished.

6967. All those changes have of course slackened promotion, and brought about economy in the non-effective charges?—They have made promotion slower, and the non-effective charge, of course, has decreased thereby.

6968. I will first take the service; you gave the Committee the average service for promotion to each rank in 1852, and the standard which was laid down at the time of the abolition of purchase; you gave it to the Committee in the three lower ranks, as captain nine years; major $19\frac{1}{2}$ years, or $18\frac{1}{2}$; and lieutenant colonel, $24\frac{5}{12}$ years, or $23\frac{1}{2}$ years, and you gave the Warrant of 1877 as lessening the service to $11\frac{1}{2}$ years for promotion to captain, 20 years to major, 27 years to lieutenant colonel, and 35 to major general. The 1881 Warrant, I think you say, calculated the service at 12 years to captain, 20 years to major, 28 years to lieutenant colonel, and 35 years to major general, without voluntary retirement. Now what was the calculated result after the influence of voluntary retirement had been taken into account?—Taking voluntary retirement at the intensity which prevailed in 1886, the normal periods of promotion would have been altered thus: a captain after $8\frac{3}{4}$ years, a major after $14\frac{1}{2}$ years, a lieutenant colonel after 24 years, and a major general after 35 years.

6969. Mr. Brodrick.] Might we have the original and the amended put side by side?—Without voluntary retirement it was 12 years to captains, with voluntary retirement it was $8\frac{3}{4}$ years; without voluntary retirement, to majors it was 20 years, and with voluntary retirement it was $14\frac{1}{2}$ years; without voluntary retirement promotion to a lieutenant colonel after 28 years' service; with voluntary retirement, 24 years; major generals will come under both conditions at 35 years.

6970. That was under the Warrant of 1881?—Yes.

6971. Chairman.] That is what experience showed was effected by voluntary retirement?—Yes.

6972. The effect, therefore, was that the promotion to lieutenant colonels was almost exactly normal; promotion under purchase 24 years, whereas it had been $23\frac{1}{2}$ years?—Yes, it was six months later than the standard period fixed by Lord Penzance's Commission.

6973. And the promotion to captain was almost the same as the promotion to captain under the system of purchase?—It is a quarter of a year earlier.

6974. But promotion to major was the more rapid; it was $14\frac{1}{2}$ years as against $18\frac{1}{12}$?—Yes.

6975. But the Warrant of 1886, with restricted retirement, raised those services, did it not?—To captain, $9\frac{1}{2}$ years; to major, $19\frac{1}{2}$ years; to lieutenant colonel, 28 years, and to major general, as before, 35 years.

6976. Making the promotion to major, within a few months, the same as the promotion to major under the purchase system, but making promotion to lieutenant colonel four or five years later?—Four and a-half years later.

6977. Will you be so good as to give the Committee an estimate of the effect, say, upon 1,000 entrants of the Warrant of 1877; the Warrant of 1881, as originally calculated, the Warrant of 1881, with the experience of voluntary retirement, and the Warrant of 1886?—Under the Warrant of 1877 it was calculated that of 1,000 officers who entered as subalterns, 882 would become captains, 216 majors, and 139 lieutenant colonels. Under the Warrant of 1881,

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as originally calculated, out of 1,000 who entered, 865 would have become captains, 516 majors, and 344 lieutenant colonels. As that was recalculated with the intensity then prevailing for voluntary retirement, the captains would have been 764, majors 604, and lieutenant colonels 254. Under the present Warrant, of 1,000 entrants, 729 would become captains, 440 majors, and 180 lieutenant colonels.

6978. The changes, therefore, may be stated roughly, may they not, in this way: promotion to captain was about the same under the Warrant of 1877 and under the Warrant of 1881; the number of other officers per 1,000 was somewhat less after the five years' experience in 1886 of the 1881 Warrant, and will be a little less than that again under the new Warrant of 1886, will they not?—Under the new Warrant of 1886 about 60 per cent. of the captains, as compared to $2\frac{1}{2}$ per cent. under the Warrant of 1877, will be promoted.

6979. As to promotion to the rank of major, under the Warrant of 1881 the chance of becoming major has been raised from 216 per 1,000 to 516?—Yes.

6980. Experience slightly increased that, and the new Warrant has slightly reduced that below the result anticipated by the Warrant of 1881?—Yes.

6981. Then when you come to the chance of officers becoming lieutenant colonels, under the Warrant of 1881 they were calculated at 344 per 1,000, being more than double those under the Warrant of 1877?—Yes, the chance of reaching that rank was more than doubled.

6982. Therefore the chance was more than doubled, but experience has shown it at 254 instead of 344?—Yes.

6983. But the new Warrant makes a great reduction in the chance of an officer becoming a lieutenant colonel?—Yes.

6984. It reduces it from 254, at which it was placed by the experience of the Warrant of 1881, to 180?—Yes.

6985. Now will you give the Committee the normal financial result as calculated under the 1886 Warrant?—The British charge is reduced by this Warrant to 888,617 £. upon the non-effective, and the Indian charge to 400,930 £., without counting in the Engineers, which are entirely an Indian charge now.

6986. Allowing for a small change in the Effective charge, the saving to the Imperial Treasury is 218,000 £.?—Yes; 218,521 £.

6987. And what has been the saving to the Indian Government?—£. 86,039.

6988. Then, putting the two Warrants together, the Warrant of 1881 and the Warrant of 1886, you have, have you not, a reduction in the normal charge under the Warrant of 1881 of 231,000 £.?—Yes, upon the British Estimates.

6989. And in that of 1886 a reduction in the normal charge of 218,000 £.?—Yes.

6990. Or a total reduction from the Warrant of 1877 of no less than 449,000 £.?—£. 449,833.

6991. And upon the Indian charge a total reduction of 100,000 £. a year?—Yes.

6992. Making altogether under the two Warrants how much?—£. 549,582.

6993. Compared with the normal effect of the Warrant of 1877?—Yes.

6994. Now, will you just pass from that, and give the Committee a little more detail as to the general officers; in 1854 can you state what the establishment was settled at after the Report of the Royal Commission?—It was settled at 234 general officers for the Guards and Line, 32 for the Artillery, and 16 for the Engineers, for the British lists only.

6995. In 1858 there was a change, was there not; could you give the Committee the number that was then established?—The Royal Commission reported that the Guards and Line had not the same proportion of general officers to regimental officers as was provided in 1854, and recommended that the number should be raised from 234 to 260.

6996. No change was made as to the Artillery and Engineers?—No.

6997. In 1863 there was another change, in consequence of the Indian change, was there not?—When the 101st to the 109th Foot, and the 19th to the 21st Cavalry were added to the list, 12 general officers were added to our establishment. Three others were added in that year, or a year or two later,

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for some minor reason which I do not remember ; that brought them up to 275 for the Guards and the Line, not including India ; 32 for the British Artillery, and 18 for the British Engineers, making altogether 325 ; that was the number prevailing at the time the Army Purchase Commission reported. But in addition to that, our list had been greatly increased by the number taken from the Indian Staff Corps ; by a rather curious arrangement we got their general officerships then, and they were to have ours later ; our numbers had actually gone up to nearly 325.

6998. In 1876 I do not think Lord Penzance's Commission made any proposal as to the general officers of the Guards and Line ?—No.

6999. But they proposed to add some to the Artillery and Engineers ?—Yes, they proposed to add some to the Artillery and Engineers, but those proposals were not carried out.

7000. Under the Royal Warrant of 1877, which introduced compulsory retirement at the age of 70 for general officers, can you give the Committee the number on the retired list of the British establishment ?—The Indian Staff Corps was entirely separated, and the regiments of the Guards and the Line were reduced to 200, to be reached by a gradual reduction.

7001. The number of officers upon the establishment, including the Indian List, was then 292 ?—Yes.

7002. Under the Warrant of 1881 that number was greatly reduced ; to what was it reduced ?—For the Guards and Line from 200 to 94 ; for the Artillery, from 32 to 16, and for the Engineers from 18 to nine ; giving a total of 119.

7003. That 119 compares with the 250 upon the previous list ; and also the Indian list was reduced from 42 to 21 ?—Yes, it was, for Artillery and Engineers only.

7004. Practically, the list of general officers was reduced by one-half ?—It was reduced by more than one-half.

7005. But retirement was made compulsory at the age of 67, instead of at 70 for the lieutenant generals and generals, and at 62 for major generals ?—Yes. (Mr. Knox.) Or after five years' non-employment.

7006. For the first time the rule was introduced of retiring general officers after five years' non-employment ?—After five years' non-employment, or after seven years if they had been unemployed before promotion from colonels.

7007. Do you know whether the numbers have been brought down to half, as you stated ?—I think they have, with one or two exceptions.

7008. Virtually the seven years which have passed have brought down the number ?—Yes.

7009. (To Mr. Robinson.) Are you aware that there has been a proposal before this Committee to reduce the number of general officers by only promoting to general officerships from the rank of colonels, on actual appointment to general officers' appointments. If that were carried out strictly, and absolutely, and irrespective altogether of any intervening qualifications for the benefit of the officers, what establishment do you think you would require as compared with the 119 general officers on the British list which exists now ?—It has been reckoned that we should have employment for five generals, 16 lieutenant generals, and 43 major generals, making a total of 64.

7010. That, as I say, allows nothing whatever for softening the blow during the earliest establishment of such a system ?—Nothing whatever ; that is normal entirely.

7011. What would be the gross saving of charge in such a case ?—Assuming that nothing was done in the way of improving the pensions of the lower ranks for what they had lost, there would be a saving of 52,467 *l.* a year divided between Great Britain and India.

7012. How would that affect the comparison, which was always very carefully made, of the average income of an officer above the age of 55 ?—It would bring down the average income of every officer above the age of 55 from 607 *l.* a year to 564 *l.* a year.

7013. Captain Cotton.] Including everything ?—It does not include staff employment ; it includes everything else.

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7014. Chairman.]

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7014. *Chairman.*] Of course you cannot make any calculation as to what would be either the number upon the active list of generals, or the average emolument, making those allowances which would in any case have to be made during the intermediate time?—No; unless those allowances were fixed for me, I do not think I can.

7015. (To Mr. *Knox.*) You have heard Mr. Robinson's evidence: have you any point to add to it on the subjects which I have taken?—Under the purchase system there was one result which Mr. Robinson alluded to as to which I should like to say a word. All the calculations that were made as to the rate of promotion ascertained the rate of promotion obtained by those officers who were promoted. Now, under the purchase system a very large number of men were not promoted; they remained on for a considerable number of years in their ranks; in fact, it gave rise to a system of selection, more or less. Men came to the rank of lieutenant-colonel after the comparatively short service which has been alluded to, but it left a mass of captains very often much older than lieutenant-colonels. There has been substituted a system of retirement in which, practically, there was no system of selection. The effect of all the machinery that has been established has been to secure the standard rate of promotion to everybody who remains; and in that way it is that the non-effective charge has become a heavier charge, I think, than has at any time been necessary. I think the great cure for it must be a system of selection of some kind or another; that is the only means by which you can obtain men at the top of the list of an efficient age.

7016. That is to say, that having already established what is equivalent to a system of selection in respect of promotion from lieutenant-colonel to colonel, you would argue that it would be beneficial to carry out the same system with respect to promotion from colonel to major-general?—I should say from major to lieutenant-colonel, certainly from colonel to major-general; in fact, that system is supposed to be established. From the very first I thought that the scheme that was laid down by Lord Penzance's Commission must work as a very extravagant scheme, and that some change must be made from it in time. I think that one idea which they accepted very fully was that it was necessary to weed the lower ranks in order to get a fair flow of promotion; there is no doubt that that is necessary. But I think they adopted what appears to me to be the fallacy that it was necessary to pay men to go, after a comparatively short service, in order to weed those lower ranks. I think the purchase system showed, certainly in the line, that a very large number of men who enter the Army are sure, after a very limited number of years, to go out of it without anything at all, and that it is not necessary to offer any very large bribes, or any bribes at all, to induce men to go after a comparatively short service. Our experience of voluntary retirement, to which Mr. Robinson has alluded, has shown that a great number of officers leave, not always under a very severe pressure of circumstances, but, of course, sometimes under such pressure after less than 12 years' service; we have had cases of men going after nine or ten years' service, and even in their twelfth year, without anything at all.

7017. Although if they had stayed a little longer they would have got something?—Yes, they would have got something if they had stayed a little longer; they were men whose circumstances it did not suit to wait even a few months; and I think it is a grave question for consideration whether it is necessary to induce men to go by pecuniary temptation during the earlier period of their service. That appears to me to be the *cruz* of the whole question. That it is necessary to weed men out, I grant; but I think experience ought to enable us to fix a time when it would be necessary to offer to a man an inducement to go and at the same time to get the full advantage of men retiring without anything at all short of it. The recent Warrant has been a tentative measure in that direction; we have raised the period at which a man can get the minimum inducement to go. Having fixed the period when it is advisable to give a temptation to go, I would fix that finally as a sum to be offered for voluntary retirement, and I would not increase it for further service upon voluntary retirement, but would leave that sum as the sum which a man shall get if he wishes to go voluntarily before the period at which we wish to clear him out compulsorily.

7018. All

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7018. All the experience gained between 1881 and 1887 entirely corroborates and supports your view?—I think so.

7019. And you think that we may be still more courageous in the same direction?—I think so.

7020. Although at first it may appear hard, you think that naturally the operation of the desire in a great many people's minds to leave the service, will practically put it right?—Yes, I think during their earlier years the men will go for nothing, but that after a later period of years they will go for a sum which you may fix as the minimum sum, and I would not raise it to induce voluntary retirement. Before the abolition of purchase, the system of retirement was that an officer had an unqualified right to go after 25 years' service on permanent half-pay.

7021. Mr. *Henry H. Fowler*.] Irrespective of his age?—Yes, irrespective of his age after 25 years' service. For some years there had been the power to permit men to go after 21 years' service. That obtained, I think, for eight or nine years. I think it was Lord Herbert who altered it, as he thought it was too short a service, and that an officer should complete 25 years' service before he could claim to go to half-pay. We had a considerable half-pay list at that time, and there were various conditions then in connection with the purchase system requiring officers to be brought in either to serve or to sell; but the Warrant gave an unqualified right to go after 25 years. If the retiring officer were a captain he got 7 *s.* a day, and if he were a major he got 9 *s.* 6 *d.* Then, in addition to that, there was a fund called the retired full-pay fund, which was a limited sum voted year by year from which a man who had put in 30 years' service could claim retired full pay, but within the limits of the fund. He could not get it unless there were a vacancy.

7022. *Chairman*.] Did the fund run dry?—It did run dry, and men had to wait beyond the 30 years; it had been decided from time to time that that fund should be increased. My own view was always this: that if that 25 years' half-pay retirement, as well as the 30 years' retired full pay, were somewhat enlarged, and also, if the fund which existed in the shape of colonels' allowances, and also the half-pay of major generals, had been well manipulated, there would not have been any need for adding to that in order to produce the fund necessary to effect a good retirement for the Army. Colonels' allowances were invariably attacked; they existed in a form which certainly was not popular; and there was also the list of general officers; but those establishments, representing a number of thousands a year, were practically a form of retirement. They were given to men who often gave very little service after leaving their regiments, in order to obtain their retirement after a certain number of years, but they did not attain them until they had reached a very great age in many cases. For instance, a thousand a year colonelcy a man hardly ever obtained, except perhaps in a cavalry regiment, until he was 67 or 70 years of age; in fact, it operated as an increased retirement for the survival of the oldest of the generals in the Army. It always struck me as a very rational way of giving retirement that a man's pension, if he survived in that way, and had given good service, should have a little increase as he got older; it is a system that has prevailed in many cases. But the House of Commons did not think it a rational system; they looked upon these as so many appointments which were overpaid, and condemned them; but they did form a very considerable fund which was available for the Secretary of State to manipulate to provide retirement for the Army.

7023. The appointments were made according to arm and army seniority?—Yes, according to arm and army seniority, which of course age governed to a considerable extent; some men succeeded to them at a comparatively early age, especially in the cavalry, where the service has always been much shorter.

7024. It was those appointments which called the specific attention of Parliament to possible abuses of the subject?—Yes. I think the great changes that have been made since the Warrant of 1877 was issued have been all in the direction that I have stated, that is to say, a moderate retirement after 20 to 25 years' service, and full pay after 30 years' service, because really the rates of pay now given by the Warrant are almost equivalent to retired full pay,

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200 l. a year being given to a captain, and 300 l. a year given to a major as retired pay : the pension for the colonel is full pay, including his command allowance.

7025. It was upon this basis, was it not, that they were calculated approximately in the first place?—I am not sure about that.

7026. It would be consistent with your view that something like the proposal put before the Committee by Lord Wolseley and General Brackenbury should be carried through?—I have long been a supporter of the view that a man should not be promoted to be a General Officer unless he were promoted to a berth, with work to do. I have frequently urged that, and I think such plan could be adopted. But I certainly think strongly, on the other hand, as the establishment of General Officers now gives a means of retirement to a man although he gives no service as a General Officer, that by reducing the establishment you are dipping very deeply into the Retirement Fund of the Army, and that if you do that you must do something to compensate for it.

7027. Are you aware that there is no vested right, but that although there is no vested right there is some consideration to be given to officers who have served long with a certain indefinite prospect?—I think, as regards those who give their whole lives to the service, and that is what a man who has served up to the rank of colonel practically does, that you ought to have a fair retirement for him.

7028. Could you explain to the Committee what has been the difficulty with a good many people, namely, what are the precise rights, or supposed rights, of officers in connection with this retirement or higher promotion?—I cannot say that I can. It has been admitted from time to time that an officer had a vested right in the rank which he held; that it was not right to disturb anything which he could look forward to receiving in the rank which he held, and that was the view that was held in all the changes that were made. When Lord Cardwell introduced the retirement after five years' service in the lieutenant colonelcy and the majority, it was only applied to those who had been subsequently promoted, but not to anyone who was then serving in the rank; that was the principle which governed that recognition of vested rights. I do not know that anything has been done which would go beyond that.

7029. Would you say that the proposal of Lord Wolseley and General Brackenbury, if adopted *simpliciter*, would interfere with any vested rights of the purchase officers?—I cannot think that it would.

7030. It clearly would not interfere with the rights of officers who came into the Army subsequent to the abolition of purchase?—Clearly not; because the right has been reserved of making any alterations that were thought necessary from time to time in these matters. Of course the actual purchase rights which an officer has are reserved to him; that is to say, the money which he paid, or any money which he could have claimed on retirement from the Army under the purchase system is saved. But of course anything that we should give him now under the Warrant, if he has succeeded, as he must have succeeded since 1871, to a very much higher position, would be a pension very much higher than any money rights he would have had as a purchase officer; but I cannot think that any captain or major serving as a purchase officer, dealing with them as a class, would have claims which another officer would not have with regard to this change in the establishment of general officers.

7031. Mr. Brodrick (to Mr. Robinson).] The whole of what you have given the Committee hitherto have been estimates, have they not, of probable retirements?—They have been calculations of retirement in its normal state.

7032. They have not been realised yet; they are not facts?—No, they are calculations.

7033. If we go to the facts from the estimates, how do the two compare; can you give the Committee any figures as to the present actual rate of promotion?—The nearest I have is the year 1885; I can tell you what the promotion was in 1885 in any arm; that is to say, the average throughout the year. Is there any particular arm that you would like me to take?

7034. Take the infantry?—Captains upon the average obtained that rank in eight

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eight years and three months, majors in 16 years and 10 months, and lieutenant colonels in 25 years and three months.

7035. Therefore those were considerably more rapid promotions than were anticipated under the Warrant of 1881?—Not as regards the rank of major, but as regards the rank of captain; there were about the same for the rank of lieutenant colonel.

7036. But you have taken your instances from the infantry. Is it not the fact that voluntary retirements under a system of intermediate payments in the cavalry have enormously hastened the rate of promotion there?—They have, no doubt; the rate of voluntary retirement in the cavalry is three times what it is in the infantry.

7037. What is the present result; could you give the Committee any actual figures?—I cannot give you any figures after the year 1885.

7038. Might I ask you to take six regiments of cavalry running, which I happen to have taken by chance in the Army List: the 10th, 11th, 12th, 13th, 14th, and the 15th; I find that no lieutenant colonel has more service than 23 years, and some have as little as 19 years' service, when I suppose a man would be between, say, 39 and 43 years of age, taking the normal age of entrance at 20?—We take the normal age at 20, but as a matter of fact they enter the cavalry about a year later.

7039. Then as a matter of fact those officers who would also have to retire after completing their term, are men from 40 to 44 years of age, and from 19 to 23 years' service?—Yes.

7040. That is entirely in excess of the calculations under the Warrant?—But they are not compelled to retire; they merely go to half-pay, and await appointments as colonels.

7041. They may go to half-pay?—There is no retirement compulsory for them until the age of 55.

7042. But if they are not employed again?—Then they will be compulsorily retired after five years.

7043. And similarly the promotion in the lower ranks of the cavalry has been much more rapid than was anticipated, has it not?—I should say perhaps that the promotion in the cavalry, owing to the reorganisation that took place in 1881, has been much more rapid than was intended, from the fact that a second lieutenant colonel was given to every cavalry regiment; that was apparently the less necessary, because they had not so many officers as an Infantry battalion.

7044. It was necessary to make an alteration in the cavalry, at all events?—The great necessity arose from this: the cavalry would have practically attained all the general officerships, because they were so much younger.

7045. Would that calculation have been made at all if what had been done by Mr. Smith in 1886, namely, to raise the age of captains to 45, had been done in 1881; would not that have brought out the result that was desired?—To raise the age of compulsory retirement to 45 would have been inoperative, because very few captains reach the age of 45.

7046. Have not an enormous number of captains retired at the age of 40?—I think not in the cavalry.

7047. Could you give the number of captains of the cavalry who have retired at the age of 40, between the years 1881 and 1886?—I cannot.

7048. It is a very large number, is it not?—I have no doubt it is; but practically it is principally in the Infantry that that takes place.

7049. Would it not be more than 100?—Half of them are turned into unattached majors, and they could be brought back; but by bringing them back another man would be sent on for retirement.

7050. May I take it that if the facts had been considered which have occurred, rather than the actuarial estimates, there was no reason why what Mr. Smith did in 1886 should not have been done in 1881; the facts show that it should have been done in 1881?—With an establishment of this number it was absolutely unnecessary, because you had so many majors as compared with captains, the majors so nearly equalled the captains that there was no necessity for compulsory retirement. (Mr. Knox.) The retirements at 40 years of age, after

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20 years' service, did take place before the Warrant of 1881, and a great number of them were brought back. There was an arrangement made under which those men should come back and be absorbed as majors.

7051. Still it is in the main the circumstances of these early retirements which have made these earlier lieutenant colonelcies, is it not?—No; a large number of circumstances have arisen, and it was these recent changes which have helped very much. The scheme under which all the adjutants of the auxiliary forces were provided from the Army stimulated promotion very much, and I think gave rise to too rapid promotion; indeed, perhaps more than anything else. It practically operated as an increased establishment in captains, majors, especially in majors, for a few years, and in the Line it certainly increased the promotion very considerably. (Mr. Robinson.) But I think it may be taken practically that the compulsory retirement of captains ceased in 1881, under the Warrant of that year; there would be very few who would go afterwards, because they would nearly all have facilities to become majors.

7052. (Chairman.) In 1881 the number of captains who either had been retired, or were upon the point of being retired, was enormous, was it not?—It was very large.

7053. And it was a great grievance in 1881?—Yes. (Mr. Knox.) It was that which was met by the Warrant, and by an increase of the establishments.

7054. Mr. Brodrick (to Mr. Knox.) Your contention, I understand to be, as to those who left under the purchase system, that account was only taken of those who got promotion, rather than of those who stood by and did not obtain it?—Yes, that was the way the rate of promotion was gauged, by those who were promoted.

7055. And you would consider now that if this payment on intermediate retirement were abolished, with the exception of a small payment obtainable at a subsequent age, but not increased, a number of men would still be leaving, and, in fact, would go without getting anything beyond that payment?—Yes.

7056. (To Mr. Robinson.) Is it not the fact, as an actuarial question, that the intermediate payment now given of 200 l. a year for captains retiring after 20 years' service, is actually a better thing to get than retirement at 48 years of age on 300 l. a year; the pivot is shifted?—Yes, the pivot is shifted to 48, and that, no doubt, made several of the voluntary retirements better.

7057. Could you put that in in the form of a Table, so that the Committee can understand it?—I will hand in a Table to show that (*handing in the same, see Appendix, Actuaries Report, No. 356*).

7058. From this Table it appears, does it not, that a man retiring after 20 years' service, with 200 l. a year, is in a better position than a man retiring at the age of 48 with 300 l. a-year?—You are speaking of the 1886 Warrant, I presume.

7059. He ought to get 177 l., and he gets 200 l.:—Yes, exactly.

7060. Taking his age at 43, he ought to get 217 l., and he gets 250 l.; then at 48 he gets 300 l.:—At 48 he gets 300 l. a-year, that is the normal sum.

7061. Then these intermediate payments at 20 and 23 years' service ought either to be reduced or abolished, if they are to be brought into actuarial correctness with the payment at 48 years of age, of 300 l. a year?—Yes.

7062. (To Mr. Knox.) You are of opinion that there should be one payment?—Yes.

7063. That is to say, either at 15 or 18 years' service?—I think that is about the earliest time at which I would give voluntary retirement, and that that should remain fixed for the voluntary retirement; there should not be any increase until the officer was compulsorily retired.

7064. (To Mr. Robinson.) Then taking the actual facts as they are now, did you see Lord Wolseley's evidence as to the possible effect of raising the captain's retirement to 50 years of age, and the majors to 52?—I saw that evidence.

7065. That would cheapen the service to the public?—It would, leaving out all questions of efficiency, be an economy; the longer the average service naturally the cheaper the system.

7066. If

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7066. If you brought majors up to 52 years of age for retirement, and allowed a lieutenant colonel to serve for six or 10 years, as Lord Wolseley proposed, so long as he was efficient for command, that would also be a saving, rather than passing two or three lieutenant colonels through the same command during a similar period, as is done now?—You would have a very largely increased retirement of majors, as they would go at the age of 52. I am not sure that that would be an economy.

7067. Take the case of a lieutenant colonel retired from the 12th Lancers after 19 years' service at the age of 40, he has served six years as lieutenant colonel and been two or three years in command. Suppose that officer had gone on up to the age of 52, or say 12 years longer, which he might have done, during that period three other men would hold the rank of lieutenant colonel in command of that regiment at present?—Yes.

7068. All those three men would be retired with the retired pay of lieutenant colonel?—Yes; but still his continuance in the service would have involved a considerable set off, at all events, in the pay of additional majors retired.

7069. With 300 *l.* a year?—Yes, that would cost less.

7070. Instead of an additional lieutenant colonel with 420 *l.* a year?—Yes.

7071. Is it clear that that would be so?—Yes.

7072. That lieutenant colonel would retire at the age of 52, would he not?—Yes.

7073. The major next to him being a much younger man, in all probability, would get the command when he retired?—Yes. But I think it must be obvious that if you get a promotion every four years to the rank of lieutenant colonel, that would provide in itself the retirement of the ranks which are below, more than if you let the lieutenant colonel serve 10 or 12 years, and only give promotion once in the same time.

7074. But if you raise the age to 52, that gives you very great latitude?—But you must have your officers down to a certain standard of youth, or else they are no good; you must have them moderately young.

7075. But allow me to leave that question out altogether, because that is a question for the military authorities. Lord Wolseley has said that a major would be efficient up to the age of 52; and taking that as a standard for a major, and 50 years for a captain, you have already told the Committee that we could make a very large saving by the retirement; the age of those two ranks being raised, could we not make a very considerable saving by extending the age in that way?—No doubt you could.

7076. *Chairman.*] The higher you make the age for their retirement, putting efficiency out of the question, the lower the charge?—Yes, the longer the service the less the charge. (Mr. Knox.) I have a Paper which the actuaries prepared (Mr. Robinson was not a party to it, but I have no doubt he will accept it), which I think is a very interesting one. I asked them to calculate what the total non-effective charge for the whole of the services would be in the normal, ascertained up to the most recent Warrant, and, also of that charge, how much would be the charge upon the British Exchequer. I find that the total charge is 1,815,000 *l.* odd; the charge against the British Exchequer is 1,272,000 *l.*, and, under the present system prevailing throughout the service, of that 1,272,789 *l.* a year 789,000 *l.* a year consists of payments made to men who are over 60 years of age.

7077. Is that what it is at present?—No, that is the normal calculation. Of that amount 789,000 *l.* is paid to men who are over 60 years of age, leaving a balance of 483,472 *l.* as the charge which is borne by the British Estimates for, as it were, getting rid of any officers of the army before they are 60 years of age; that includes all the departments. (*The Table was handed in. See Appendix, Actuaries' Report, No. 378.*)

7078. Mr. Brodrick (to Mr. Knox.)] When will that normal be attained?—It is really unattainable; the normal is not attainable.

7079. But it would be attainable, would it not?—No; it is the figure towards which it should tend; it is the tendency; it cannot be regarded as more than that.

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7080. Colonel

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7080. Colonel Nolan (to Mr. Robinson).] But when does it reach within 5 per cent. of the normal?—Probably never. But it is the only common basis upon which we can compare the two systems fully, to work them out upon the normal. (Mr. Knox.) I think that is a valuable Paper. Then I have another Paper, which I think gives some satisfactory information; it gives the total charge for all those services, together with the charge upon the British Estimates; it is a little different from the previous Paper, because it excludes certain charges for general officers. Then Mr. Robinson has calculated what the cost of annuities equal to retired pay would be; that is, practically capitalising them both for the total, and also for the British share, and what that British share, taken as the head money on all officers serving, amounts to. That is to say, the British share would be 861,000*l.*; and that, divided over the number of officers in each arm of the service, would come out at a certain sum per annum, if we provided for it in that way. Then, again, he has calculated what the endowment necessary would be for every officer on his first appointment, in order to secure his retired pay and also the British share, and also the approximate value during service to every officer of his future retired pay as an annuity.

7081. Chairman.] Of his deferred pay?—Yes, his deferred pay, including pension, and including all chances and probabilities. For the infantry it gives the value as 56*l.* a year; then there is the total charge shown, too. (*The Paper was handed in. See Appendix, Actuaries' Report, No. 366.*)

7082. The departments get much the best of it?—Yes.

7083. The medical service gets 122*l.*?—Yes, the medical service gets 122*l.* The Medical Department is, of course, the larger, because the average age at which an officer enters the Medical Department is something like 24 or 25 years of age.

7084. Colonel Nolan (to Mr. Robinson).] You have calculated what would be the cost to the country with compulsory retirement alone; have you calculated it with voluntary retirement alone? No, I have not.

7085. Have you calculated upon this basis; compulsory retirement when a man was physically unfit?—All these calculations have simply been made upon compulsory retirement for age.

7086. Is that when men are physically unfit, or presuming they will be unfit in one rank, and fit in a higher rank?—It is at the ages which the Royal Commission of 1876 laid down as those which the officers ought to have fixed in order to be fit for their duties.

7087. What is the age for a captain?—Practically 40 years of age. They took it at 20 years of service.

7088. Sometimes it was 38, was it not?—Not very often.

7089. Then your compulsory retirement is founded on the calculation that your captains might be retired at 38, and mostly at 40?—Yes.

7090. Have you made no calculation as to their being retired when they were physically unfit?—The most recent Warrant calculated the compulsory retirement at the age of 48; that is, when the officer comes to the top of his major's rank.

7091. Is there any age at which a man presumably becomes unfit, and was not it taken in the Peninsular time at 55?—I cannot say that; but I think before Lord Penzance's Commission the Duke of Cambridge said an officer should have a regiment at from 35 to 40 years of age, and Sir Alfred Horsford said that a man ought to be fit at 30 years of age, but might be so still at 50 years of age.

7092. But do not your statements refer in an imperfect way to what the average military age is?—We have been only able to go by the Royal Commission.

7093. Then does not your actuarial calculation go back to the old question of what age a man ought to be retired at; would not that be a very important governing point in all your calculations?—Yes.

7094. Would it alter your calculations very sensibly if it were found that every man was fit, with exceptions, to serve till he was 55 years of age?—It would alter the calculation in this way, that service as a lieutenant colonel and probably as a major would be extremely short.

7095. That

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7095. That is to say, there would be such an immense number of captains?—The service as lieutenant, captain, and major, between the ages of 20 and 55, would only leave practically three years or thereabout for service in the ranks of lieutenant colonel and colonel.

7096. But supposing that were altered by a system of selection, that would make it so much cheaper if a man were only compulsorily retired at the age of 55?—It would.

7097. You have made no calculation of men being compulsorily retired when they were physically unfit, accompanied by this, that men might get voluntary retirement upon a scale determined by actuarial calculation as to what would be the equivalent to the public of their retirement at an earlier date?—No.

7098. Would it be a much cheaper system than exists at present to retire men only at the age of 55 compulsorily in all ranks, but at the same time to allow them, at all times, after a certain minimum, say 15 or 18 years, as suggested by Mr. Knox, to retire, discounting that retirement?—It would take what I may call the power to retire up from the age of 48 to that of 55; therefore it would give a much longer average of service to an officer, and would be cheaper.

7099. You would have no compulsory retirement until a man was physically unfit?—There would be none in that case.

7100. Do you take into account the feelings or interests of officers in making your actuarial calculations?—We take into account the tendency to voluntary retirement.

7101. Do you think that the plan would be so popular among the officers as the 48 years of age plan?—That is hardly an actuarial question.

7102. Would you consider it so much for their benefit?—No; because the annuities, which are equal in cost to the public, are not annuities which would be equal to the officer; that is to say, a man who went at the age of 40 could not get an annuity equivalent to the one he could get at 55; he would not get one that was equal upon his life; he would have to get a small one, because his going earlier would diminish the average period of service, and therefore more people would get annuities.

7103. Suppose he was entitled to 500 l. a year at the age of 55, what would you say, roughly now, without staking your reputation for accuracy, would be what he ought to get at the age of 40?—I am afraid that the calculations are based upon the age of 60 or 40, but not upon 55; the equivalent of 600 l. a year at 60 years of age would be 165 l. at 40 years of age.

7104. But if it were 500 l. a year at 55, it would probably be something higher than 600 l. a year at 60?—£.600 a year at 60 is equivalent in cost to the public to 431 l. at 55 years of age.

7105. Do you think that it would be a much cheaper plan to keep men until they were unfit in all ranks than to allow the retirement to be discounted at an earlier age?—It would be obviously cheaper, unless at the earlier ages they went on what we call equivalent annuities.

7106. And if that was equally pleasant to the officers at large, you think it would be largely adopted?—I am not allowed to speak as to the point of efficiency; but of course the officers under that system would be much older. It was laid down by the Royal Commission that an officer ought not to be much more than 40 years of age when he was in charge of a company, because he was not otherwise physically fit for a charge or whatever the military duty might be.

7107. *Chairman.*] The basis of the reference to you in your calculations was the principle laid down in the Royal Commission?—Yes.

7108. You could not go behind them?—No. (Mr. Knox.) I think, with regard to the popularity of such a system with the officers, we may very fairly judge from what happened in the House of Commons in the old times of stagnation. I have a very distinct recollection of the extraordinary agitations, and large numbers of Members of Parliament taking up the cudgels for the Artillery and Engineers at a time when the promotion in those corps was considerably better than what has been foreshadowed by the honourable Member just now. Lord Penzance's Commission sat and took up the consideration of the question of pensions simply because of the agitation on the part of officers of the Army against the then either existent or imminent stagnation in the Army.

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7109. Derived

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7109. Derived from the experience of non-purchase corps?—No; in the case of Lord Penzance's Commission it was as regards the gradual condition of stagnation that was arising in the Line.

7110. But Lord Penzance's Commission had before it the state of things in the Artillery and Engineers, as disclosed by the Committee of 1866?—Yes.

7111. Colonel *Nolan*.] Would you call the state the things I am sketching out normal, or would it not depend a great deal upon the circumstances; that is to say, the great augmentation which took place in the Crimean War, the old officers having died out after the Peninsular War, when they changed the arrangement as to the 600 *l.* a year retirement?—That was abandoned, but I do not think it brought so much stagnation as would arise, supposing everybody were allowed to go on till 55 years of age.

7112. Sir *William Crossman*.] Will you repeat what you said you considered to be the normal retirement charges by the Warrant of 1881?—It was the normal under the Warrant of 1881; that is to say, by the later calculation which took voluntary retirement into account, which gave it as 1,059,514 *l.* for the British charge, and 460,809 *l.* for the Indian charge; that did not however include the Indian Engineers, as to whom we have no information.

7113. (To Mr. *Knox*.) Could you tell the Committee what that charge was this year by the Estimates?—For the combatant officers it is 945,000 *l.*

7114. How do you make that out?—Retired pay, Sub-head (A.) and (B.) of Vote 19; and also Sub-heads (A.) and (B.) of Vote 18.

7115. That is not including India, is it?—Yes, it includes the full share of pensions for those officers who get their pensions through us. (Mr. *Robinson*.) It works up to the sum total.

7116. There is a great reduction?—It has not reached its normal charge.

7117. When do you expect it will reach it?—A good many years hence.

7118. (To Mr. *Knox*.) What was the actual amount in 1881 of those two sums?—I have not got the Estimates here.

7119. Perhaps you might let the Committee know that?—I will endeavour to do so.

7120. *Chairman* (to Mr. *Robinson*).] In 1881 it had not nearly reached its normal?—Compulsory retirement had only been working then for four years.

7121. Sir *William Crossman*.] Have you got the average rate of promotion for the years from 1881 to 1888?—Do you mean the actuarial figures?

7122. Yes?—No, I have not. I can give you that for the year 1885.

7123. Could you give it to the Committee for all arms for that year?—Yes. In the Cavalry an officer became a captain after seven years and two months, a major after 14 years, and a lieutenant colonel after 20 years and eight months. In the Foot Guards he became a captain after 11 years and nine months, a major after 17 years and one month, and lieutenant colonel after 24 years and three months.

7124. In the Foot Guards a captain was three years longer in getting his captaincy?—Yes; promotion was very slow in the Foot Guards. (Mr. *Knox*.) The number of subalterns in the Foot Guards is very much higher than it is in the Line. (Mr. *Robinson*.) In the Royal Artillery an officer became a captain in eight years and nine months, a major after 17 years and five months, and a lieutenant colonel in 28 years. In the Engineers, where time service operated, promotion to captain was after 11 years; to major after 20 years, and to lieutenant colonel after 26 years and 11 months.

7125. Could you tell the Committee what the rate of promotion in the Army was just after the abolition of purchase, that is to say, before the abolition of purchase took any effect; in fact, will you give us the figures for 1846 to 1870, and also for 1877, 1880, 1885, and 1887?—I will have those figures prepared.

7126. Sir *Frederick Fitz Wygram* (to Mr. *Robinson*).] Is it your experience that schemes of retirement which are intended to create a flow of promotion rather check it when the terms of retirement increase every five years?—We find

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[Continued.]

fine that many officers who go voluntarily stay up to the point at which they get an increase of pension. We find by experience that a very large number of officers go after 23 years' service as majors compared to those who go between 20 and 23 years' service. There is a large increase at 20 years' service, and at 18, and at 15 years, all of which are jumps in the amount of retirement.

7127. Do you think if the maximum retiring allowance were fixed, say, at the age of 48, and no higher retirement could be obtained, but a decrease for every years' service after 48 years, that it would have the effect of quickening the promotion, and getting rid of the grievance of officers being compelled to go; that is to say, letting them stay on as long as they like, but that they should get no further increase, and after the age of 50, say, a decrease every year?—An officer no doubt would have to give up in any case of retirement a considerable amount of his pay; therefore, I really cannot say how far that would act; but by decreasing the pension I should think there would be an increasing tendency to stay on.

7128. Why?—Because he would lose rather more of his pay as he got older.

7129. No, he would go in order to get the larger pension?—Yes; but in the case where an officer leaves the service, he suffers a considerable decrease of income in any case.

7130. But you have just given the Committee evidence to show that, in regard to certain officers, the retiring allowances are fully equal to the full pay?—(Mr. Knox.) Exclusive of allowances. (Mr. Robinson.) And the prospects of promotion are all foregone.

7131. Mr. Henry H. Fowler (to Mr. Knox).] Is there any difficulty in obtaining officers for the Army?—None whatever.

7132. Have you observed any fluctuations in the competition for commissions since you have been at the War Office, taking the time before purchase was abolished, and after purchase was abolished?—As regards the old purchase corps, no, I do not think there is much difference.

7133. At the time of Lord Penzance's Commission, did you see any difference?—I think not.

7134. Then I will take it that practically, whatever the time of retirement may be, there is an ample supply of gentlemen ready, if they can obtain commissions, to accept them?—I cannot go so far as to say that. I do not think that the terms of retirement are looked upon very carefully, or weigh very exactly, in deciding a gentleman as to whether he shall enter the Army or not, but I think that he is fairly satisfied that there is a retirement when he is *functus officio*.

7135-6. Now rejecting the officers who went in under the purchase system, and taking the officers who go in now, on what principle do you consider they are entitled to retirement as between themselves and the country. I would put it in this way to you; first a man expects to be provided for if he is worn out in the service?—Yes.

7137. Secondly, if his pay is exceedingly small, we may regard his pension as in the nature of deferred pay; a portion of his pay?—Yes.

7138. Then, thirdly, there would be rewards for distinguished service or for special injuries sustained?—Yes.

7139. Now outside those three considerations, is there any other consideration that would enable an officer fairly to claim from his country, either deferred pay or reward for distinguished services?—I do not think so.

7140. Then the retirement of an officer in the full possession of all his powers not being demanded in the interest of the public service, that stands apart upon its own grounds?—Quite; but I may say that those rates of compulsory retirement have been granted on the assumption that they are in the interest of the public service.

7141. I was coming to that in a minute. Compulsory retirement (I am
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[Continued.]

always assuming no incompetence or inefficiency) can only be for the purpose of creating a flow of promotion?—Quite so.

7142. And upon no other grounds can it be justifiable?—Upon no other ground.

7143. It cannot be in the interest of the Army that a thoroughly competent man at 45 years of age, who has learned his profession and who is desirous of practising it, should be compelled to abandon it?—If he is thoroughly competent for the position which he holds.

7144. I am assuming that; I am assuming a case, as I said just now, of a man perfectly competent, and I put it to you that it is not in the interests of the public service that such a man should be compelled to retire?—Not if he is fit to serve in the rank which he holds, I think.

7145. The only justification, then, for such a compulsory retirement is the interests of the officers behind who want promotion?—Yes; and to maintain a lower age for the lower position as a standard, because, of course, an officer may be able to do the work as a commander of a regiment at 50 years of age, whereas he would not be able to do the work of commanding a company in the field at 50 years of age.

7146. Have you ever looked at it from a financial point of view, as to whether it would not be more economical even to retain a larger number of officers on full pay than to have these compulsory retirements. You are speaking of men behind; you say there is a man who is too old for a captain; he ought not to be in a captain's position. Supposing that man were given the pay of a major, or whatever the next step may be, instead of compulsorily retiring the lieutenant colonel who is fit for his post, how would that work out financially?—That was, I think, the plan that was introduced by Mr. Childers in 1881; that was the idea, that he should be made a major instead of being compulsorily retired as a captain at 40 years of age, and so serve on in his position.

7147. Has that worked out satisfactorily?—It has, perfectly.

7148. Mr. Brodrick.] The number of majors in each regiment was increased from that number?—There were only two majors in a battalion up to that time, and they were increased up to four or five. (Mr. Robinson.) The number was five, because there was an adjutant brought in. (Mr. Knox.) Then there were other arrangements which made the number of majors somewhat fluctuate, because officers who were appointed adjutants in the Volunteers or the Militia were allowed to serve on in the rank of major instead of being compulsorily retired and replaced in the rank of captain.

7149. Mr. Henry H. Fowler.] You do not think the time has arrived when there might be, without any startling change, some considerable modification in the age of compulsory retirement?—I think it should be clearly ascertained, according to the judgment of officers, to what is the maximum age up to which an officer should be allowed to serve in the various ranks, and I think an officer should not be compelled to go until he reaches this age. But I think that if the tendency be to raise the age considerably, or even a few years beyond what it is fixed at now, a system of extreme selection must be introduced for the important position of command of regiments.

ON VOTE 17.

REWARDS FOR DISTINGUISHED SERVICES, &c.

7150. Chairman (to Mr. Knox).] This Vote shows a slight diminution; I suppose the Vote always fluctuates slightly; is there any remark you have to make upon that?—No, there is not. We have now reached practically the normal for the rates for distinguished service. You remember that in 1881 that was cut down very considerably, when the question of pensions was considered; now the sum available for combatant officers is 10,000 *l.* a year; it used to be 20,000 *l.* a-year, I think. The Warrant lays down, *in extenso*, the conditions upon which those are given; they are mainly rewards of 100 *l.* a year given to officers

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[Continued.]

officers for distinguished service. That being so, it forms practically an establishment to which, when there is a vacancy, another officer succeeds.

7151. Sir *Frederick Fitz Wygram*.] Are the names of the officers who receive it printed?—They are all printed in the Appendix to the Estimates; then the rewards to non-commissioned officers are also laid down in the Warrant, and a fund of 5,000 *l.* is distributed in annuities not exceeding 20 *l.*, as good service rewards to non-commissioned officers, who have most of them left the Army; and they are occasionally given to men who are in the last years of their service.

7152. There is a diminution in the Victoria Cross pensions?—That amount would diminish in time of peace.

7153. Then there is a large diminution in the gratuities under Sub-head D.; have you any remark to make upon that?—Those are given in accordance with length of service to men, and they are only given to the privates in the Army now because the non-commissioned officer receives deferred pay for the whole period of his service, whereas a private receives it only for the first twelve years of his service. Of course the number of privates in the Army of 18 years' service, which is the minimum service upon which this is granted, is gradually diminishing, and the charge, therefore, is not so great.

ON VOTE 18 (HALF PAY).

7154. *Chairman* (to Mr. *Knox*).] Have there been any changes last year under Vote 18 in the rates of half pay?—No, there have not; the old rates are in all cases in operation to men who are serving in their different ranks; but an alteration has been made in the rate of retired pay which an officer can receive after a short service; after 15 years' service he will in future receive an annuity instead of the lump sum which has been hitherto granted; that will be the minimum service upon which he can receive anything on retiring.

7155. There has been a good deal of inquiry before the Committee about the possibility of re-employing in other ways officers on half pay. I suppose sub-head B. gives the whole of the regimental officers who are on half-pay?—Quite so. We have no regimental officers on half-pay except the colonels who have completed their four or five years in command, and the general officers upon the established list not employed.

7156. The others have gone to half-pay for personal reasons?—Yes; for personal reasons; ill-health, or something of that kind, and they are brought back again as soon as they are reported fit.

7157. The whole number, excluding lieutenant-colonels, is only about 30 or 40?—That is so.

7158. Mr. *Henry H. Fowler*.] Upon this Half-Pay Vote, I see there are 152 field marshals and generals, of whom 82 are charged to India, leaving 70 to be charged here, and that there is a total expenditure for field marshals and generals, of something like 94,000 *l.*; will you explain what you mean by "Field marshals and general officers eligible for employment"?—They are within the establishment of general officers not employed, and in receipt of half-pay. When an officer is promoted from colonel to be a general officer, he is placed upon the half-pay list, and is available for employment should his services be required.

7159. Sir *Frederick Fitz Wygram*.] That is so long as he is within the limit of age?—Yes, so long as he is within the limit of age, and provided he has been employed within five years

7160. Mr. *Henry H. Fowler*.] When he reaches the limit age, what does he go to then?—Then he goes to the "Retired Pay" list, which is the next Vote, receiving the retired pay of the rank which he leaves.

7161. Have those generals any other pay than what is put down here?—No, none.

7162. Excluding the field marshals there are 147 generals eligible for employment,

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[Continued.]

ployment, and 70 not employed?—The total number on the list is 152; 82 being employed, and 70 remaining unemployed.

7163. Excluding field marshals there are 65 generals who are unemployed?—Yes.

7164. How many generals are there employed?—Eighty-two.

7165. So that the numbers are practically equal as between the employed and the unemployed?—Those are the figures.

7166. *Chairman.*] You construct that Vote upon a different principle from almost any other; you give the gross amount, including all the generals whether employed or not?—Yes.

7167. Then you deduct the number who are unemployed, and bring out the result as a total?—Yes; it shows the working of the establishment of general officers; that is why it is arranged in that way.

7168. *Sir Frederick Fitz Wygram.*] Would it be possible in arranging this Vote to give the average pay of each of these men before you give the total?—The rates of pay could be given for all of them, certainly.

7169. *Chairman.*] Are they not given in the Appendix?—No, they are not.

ON VOTE 19. (Further considered.)—RETIRED PAY, RETIRED FULL PAY' AND GRATUITIES FOR REDUCED AND RETIRED OFFICERS, INCLUDING PAYMENTS AWARDED BY THE ARMY PURCHASE COMMISSIONERS.

7170. *Chairman* (to *Mr. Knox*).] You have been examined already upon this Vote, but has there been any change within the year?—No, there has practically been no change as regards the rates of retired pay.

7171. *Mr. Henry H. Fowler.*] But I understood you to say just now that there were 150 general officers altogether, and now there is another 305?—These are retired.

7172. Then the full staff, so to speak, was 70 on half pay or full pay in 1882, and 305 on retired pay?—Yes.

7173. Therefore the English Army has nearly 500 general officers?—Yes; but the large number you have mentioned are pensioned.

7174. There are nearly 520 gentlemen bearing the title of general, and receiving pay in some form?—There are many more who receive the title. All the retired colonels are called generals, or they were allowed the title, getting a step of rank on retirement, until recently.

7175. Under which sub-head will they be classified, under that of "Generals" or "Regimental Officers"?—They are regimental officers; they are of the titular rank.

7176. Of the real generals, so to speak, there are between 400 and 500?—Yes, all those have been upon the establishment of general officers at some time or other.

7177. *Chairman.*] There is no change in the rate then?—No.

7178. *Mr. Henry H. Fowler.*] What is the average?—The rate of retired pay is as follows: A full general on retiring at 67, gets 1,000 *l.* a year, and a lieutenant colonel retiring at 67 receives 850 *l.*, those are *maxima*. A major general retiring at the age of 62 receives 700 *l.* a year.

7179. *Sir Frederick Fitz Wygram.*] It would be as well if those were put down in the Estimate?—I will see that they are put in.

7180. *Chairman.*] Has there been any change in the departmental officers' retirement during the year?—No, there has been nothing in actual operation; there is a proposal under consideration to affect the retirement generally.

7181. *Sir William Crossman.*] But the medical officers were talking of employing men who had retired from the Service; did that mean men who had actually retired altogether?—Yes, who had actually retired altogether. In that case

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[Continued.]

case they do not come back as an officer does from the half-pay list on to the Establishment, and take up their position as officers of the Army available for ordinary service; such a man simply receives 150 *l.* a year as an addition to the retired pay. In all those cases we transfer the charge of the retired pay the officer may be drawing to the Effective Vote.

7182. Supposing that the 150 *l.* with the retired pay amounted to more than the full pay of the man?—It does amount, I think, roughly to the pay and allowances which he would have in the rank in which he left the service; but he derives no further advantage from his service by such employment, as he gets no larger pension or anything of that kind. (Mr. Robinson.) We are no longer raising another officer for retirement.

7183. Mr. Henry H. Fowler (to Mr. Knox).] In Sub-head D, on page 104, "Gratuities in lieu of Pensions, &c.," is put at the round sum of 50,000 *l.*; who audits that?—That is examined by the War Office, and also by the Auditor General.

7184. That does go before the Auditor General?—Yes; as we grant a pension we refer the papers to the Auditor General before the pension is issued, and he passes it.

7185. But I suppose the discretion of granting these annuities rests with the Secretary of State?—It is under Warrant; those were lump sum payments which have been granted to men in lieu of pensions.

7186. Chairman.] Under the Army Purchase Commissioners' Vote I see the amount is still falling; is it very nearly at an end?—It is gradually diminishing, and I think even this amount is rather more than they are likely to spend. That is the view we take; it is not the view of the Army Purchase Commissioners; because they have asked for so much we have reduced the amount asked for for ordinary gratuities, because we think the money will be enough between the two. I should doubt whether they will spend the 49,900 *l.*, but it is difficult to forecast accurately, because it depends so much upon the action of officers.

7187. Is there any question open with India still as to contribution towards officers on retirement?—No, I think not. (Mr. Robinson.) The balance on the old capitalization has not been quite settled between the Treasury and the India Office, but it is upon the point of being settled; the sum has been calculated, and there is a dispute over a few thousand pounds.

7188. Sir William Crossman (to Mr. Knox).] Where is the commutation provided for?—It is provided for here.

7189. Do you allow officers to commute the whole of their retired pay?—Yes, but there is a power taken now to enable them to commute a portion. Once an officer has commuted a portion of his pension we do not allow him to commute the whole; he may commute another portion of it, but only down to a certain minimum.

7190. What is the reason of that regulation?—I think it was adopted in deference to the view of the military authorities; some cases having arisen in which an officer had commuted the whole of his pension, and had come to ruin; it was considered advisable to compel him to retain a certain amount uncommuted. The power of limiting was taken at the same time as the power was given to commute a portion, but inasmuch as officers had the right to commute the whole, it was not thought advisable to withdraw that.

7191. Are the rates upon which those commutations are calculated the same as the rates under departments of the Crown?—Yes, they came under the General Commutation Act.

ON VOTE 20.—WIDOWS' PENSIONS, &c.

7192. Chairman (to Mr. Knox).] This is almost automatic, is it not?—Yes; the Warrant has not been altered, as to that, for some time.

7193. Sir William Crossman.] Widows' pensions are not given in all cases, are they?
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[Continued.]

they?—No; the Warrant has never granted a widows' pension as a right, so that the Secretary of State considers the claim of the widow in every case.

7194. *Chairman.*] He follows a well-defined rule?—Yes; the grant is according to the rank of the officer and the income of the widow; the pension it is calculated in a very liberal way. If the income exceeds certain limits then the pension is not granted.

ON VOTE 21.—PENSIONS FOR WOUNDS.

7195. *Chairman* (to Mr. Knox).] Is there anything new on pensions for wounds?—No; nothing.

7196. That is the subject of very precise rules, is it not?—It is. It is laid down in the Warrant.

7197. In past days there was occasionally some confusion in the Warrant, I think; now it is practically quite clear?—Yes; I think it is. We had further powers some years ago to bring in cases which had been excluded, and we have these pensions for injuries other than in action in comparatively recent years.

7198. Captain Cotton.] What is the date of the existing Warrant?—Eighteen hundred and eighty-seven.

ON VOTE 22.—CHELSEA AND KILMAINHAM HOSPITALS.

7199. Sir William Crossman (to Mr. Knox).] What is the meaning of the word "whitster"?—It is the laundry woman. I think you will find the "whitster" mentioned in the "Merry Wives of Windsor," at Datchet Mead, where it means "bleacher."

7200. *Chairman.*] There is no change practically in Chelsea Hospital, is there?—No, none.

7201. Captain Cotton.] You said thought that "whitster" was the laundry woman?—Yes, looking after washing, linen, and so forth.

7202. But on page 112 we have, "Examining engineer for steam apparatus, in addition to pay as whitster"?—That duty is put on to the whitster as well.

7203. *Chairman.*] With reference to the clerical staff, I see there are still an assistant secretary and nine clerks; is all the business connected with pensions still conducted at Chelsea?—The business in connection with the assessing of pensions, inquiring into the case, and carrying through to the final conclusion as to what the pension shall be, is all done at Chelsea; we issue authority to the Paymaster for making the payment, but it is only a matter of form; practically we send the orders to the Paymaster to pay the pension and audit it.

7204. There was a little friction at one time, I think, about who interpreted the Warrant; is that quite clear now?—The Commissioners interpret the Warrant certainly, but I think they refer to the Secretary of State whenever there is any doubt about it.

7205. If there is a difference of opinion the Secretary of State's opinion prevails?—Yes.

7206. There was a claim, I think, at one time on the part of the Commissioners to over-ride the Secretary of State, but that is settled now?—Yes.

7207. Are you of opinion that the separation of the staff and the investigation of pension claims at Chelsea instead of in the War Office itself, is a satisfactory arrangement?—No, I have always taken a different view. I think the work might all be done very easily at the War Office.

7208. You do not think that any practical disadvantage to the soldier would be the result of concentrating the work at the War Office?—None, whatever; I should couple with that aboard or committee which exists now in cases where discretion is necessary.

7209. Only sitting at the War Office instead of sitting at Chelsea?—Yes.

7210. Then you could consolidate those nine clerks with the staff at the War Office?—Yes.

7211. Has

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[Continued.]

7211. Has that view been put forward lately?—Yes, it was; and considered very much. It is not the accepted view at present.

7212. Has it been considered since General Hutt's retirement?—I do not think it has.

7213. This would be an opportunity for raising it again?—I do not know. I think it is looked upon as a dog that may be allowed to lie for a little time now.

7214. But still there would be considerable economy to the clerical staff, would there not, if it were consolidated at the War Office?—I think so.

7215. Mr. Brodrick.] Where do you think the economy would be in the clerical staff?—I do not think we want the seniors here at all.

7216. In your opinion could the whole of that work be done by our existing staff at the War Office?—No; but I do not think we want the assistant secretary and the senior clerks, record keepers, and so on; I think perhaps a couple of higher division clerks and all the rest, lower division clerks would be enough for us.

7217. Are you not aware that in connection with the interpretation of the Warrant there is an immense amount of knowledge and labour required?—I think the knowledge exists at the War Office in sufficient quantity to be able to deal with all the difficulties; in fact all difficult cases do come to us, and are considered over again.

7218. Do you not think that the Board of Commissioners has the confidence of the soldiers a great deal more sitting at Chelsea Hospital, with a secretary who is himself a military man, than would be the case when sitting at the War Office, with a secretary who was in any way supposed to be a civilian?—No; I do not think the soldier thinks at all about who assesses his pension. I think he generally knows what it is, and generally gets it, and I think he would have equal confidence in a board sitting at the War Office.

7219. You are not a member of the board, I think?—No, I am not.

7220. Are you aware that the board is carefully attended from the War Office, and that that opinion might not be shared by the Commissioners who attend from the War Office?—I merely give that as my own opinion.

7221. With regard to the composition of the board, are there not eight civilians on the board?—I do not know the exact number.

7222. The Paymaster General, the Secretary of State, the Financial Secretary, the Under Secretary, the Permanent Under Secretary, and three Lords of the Treasury?—Yes.

7223. Is it not the fact that in past years the attendance of civilian members of the board has been extremely desultory?—Until the last year or two.

7224. In fact, a great deal has been left in the hands of the Governor of Chelsea Hospital and of the Lieutenant Governor, and any one of the Military Commissioners who attend at the board?—The attendance was so slack that the quorum of three was frequently not made up, and the Auditor General pointed out that a great number of pensions had been illegally granted. That was not very long ago, but since that date I learn that the attendance has been much more numerous and regular on the part of the Commissioners.

7225. Arrangements have been made now for the Treasury representatives to attend always, I believe?—I understand so.

7226. In your opinion, from a financial point of view, it is extremely desirable that the Financial Secretary from the War Office, and the representatives of the Treasury, should attend regularly to look after the interests of economy?—I suppose a Lord of the Treasury is useful, but I do not see how he can be except from a very general point of view. He knows nothing about it; and I think in these matters it is better to have somebody who knows something about the subject to consider it.

7227. Supposing the attendance to be regular would you tell the Committee what you think is to be gained by this Board sitting at the War Office?—I think the work would be reduced, and you would not require a staff so costly as you have now to do the work at Chelsea. The whole amount spent is not very much, but I am sure that the other arrangement would be the cheaper arrangement, and I believe it would be more efficient.

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[Continued.]

7228. As a practical question, is there room at the War Office, at this moment, for the records which are now kept at Chelsea Hospital?—That, I think, was the strong argument which urged those who are mainly interested in making the transfer, to give it up; that there is not room at the War Office for an additional man. (Mr. Robinson.) There is no room there for them.

7229. *Chairman* (to Mr. Knox).] Is it not the fact that going to Chelsea, which is two miles away, is inconvenient to many of those who are hard worked at their own offices?—Certainly.

7230. The Naval pensions are all granted at the Admiralty, are they not?—They are.

7231. And they are granted under the direct authority of the Admiralty?—Yes, and they pay their pensions now. Our Department used to, but now they pay the whole of their pensions.

KILMAINHAM.

7232. *Chairman* (to Mr. Knox).] Has there been any change as to Kilmainham this year?—Not that I am aware of.

7233. Who is Kilmainham really governed by, as a matter of fact?—There are Governors of Kilmainham Hospital constituted under the same Act as the Chelsea Hospital.

7234. With the difference, is it not, that they have nothing to do with granting the pensions?—They have nothing to do with granting the pensions.

7235. Then it is really a hospital for old soldiers, with a mixed Government?—Yes, with a mixed Government.

7236. *Captain Cotton*.] There are one or two minor points that I want to ask you about first; at Chelsea you have civilian barbers; at Kilmainham they employ in-pensioners, and of course that is much cheaper; could not the same plan be adopted at both; is there any reason for the difference?—In both those hospitals they endeavour to get pensioners to discharge the duty if they possibly can; that is the rule, but it is sometimes not possible to obtain amongst the Army pensioners men who can do the work, and they are obliged to call in others to assist them.

7237. These duties for which in-pensioners are employed, seems altogether to be somewhat more economically done at Kilmainham than they are at Chelsea, although the differences are not very great?—The rates of pay given in general in Ireland for odd sorts of employment, are not so high as those that would be given in London.

7238. Take porters for example?—The coal porters at Chelsea are nine in number; three of them were specially admitted, six of them are in-pensioners, and three they were obliged to introduce from outside.

7239. *Chairman*.] From the out-pensioners?—Yes, they are generally out-pensioners.

7240. *Captain Cotton*.] What is the meaning of this item, "Allowance to porters for removal of deceased in-pensioners, 3*l.*"?—It is only some funeral expenses; bearers, for instance.

7241. *Sir William Crossman*.] I see that the Chaplain at Kilmainham has been done away with; is that because there are no Protestant in-pensioners?—Whatever officiating duties are required will be done by one of the clergy on the establishment of the chaplains in Dublin; he will take those duties as well as his general duties.

7242. Is the Chaplain at Chelsea Hospital one of the regular Army Chaplains?—No, he gets that remuneration in addition to half-pay.

ON VOTE 25.

RETIRED ALLOWANCES, &c. TO OFFICERS OF THE MILITIA, YEOMANRY,
AND VOLUNTEER FORCES.

7243. *Chairman* (to Mr. Knox).] This Vote is for the Auxiliary Forces?—It is for those officers of the Auxiliary Forces, mainly adjutants, who are retiring

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[*Continued.*]

retiring under the special Acts and Warrants applicable to adjutants and quarter-masters of the Auxiliary Forces. In future this Vote will die out, because all officers will receive pensions as being Army officers; but the adjutants of the Militia and the Volunteers received their pensions under special regulations at the time when they were not selected from the full pay of the Army.

7244. With regard to the Militia officers, the sub-head is diminishing and will disappear?—Yes.

7245. And with regard to the Volunteer officers the Vote is increasing?—It is increasing because you have still some of the old adjutants remaining; it may increase to a small extent, but the number that are left is very small, and it all depends upon whether the casualties in the list will balance those that may be introduced; but ultimately this Vote will die out.

7246. I see there are special allowances to reduced officers of the Channel Islands Militia; why do we pay that; why do not the Channel Islands pay that?—Those are adjutants, those are permanent officers.

7247. Do we pay their pay?—We pay no pay to the officers of the corps, but we pay the permanent staff of the corps.

7248. Do we pay the adjutants?—We pay the adjutants and the permanent staff out of the Militia Vote; they are included in the Militia Vote now.

7249. They are not officers of the Line, are they?—They are.

F O U R T H
R E P O R T
FROM THE
SELECT COMMITTEE
ON
ARMY ESTIMATES.

Part II.—Minutes of Evidence—*continued.*

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MINUTES OF EVIDENCE.

Friday, 6th July 1888.

MEMBERS PRESENT :

Mr. Brodrick.
Mr. Childers.
Captain Cotton.
Sir William Crossman.
Sir Frederick Fitz Wigram.

Mr. Henry H. Fowler.
Mr. A. Gathorne-Hardy.
Mr. Stanhope.
Mr. Woodall.

THE RIGHT HON. HUGH C. E. CHILDERS, IN THE CHAIR.

FIELD MARSHAL HIS ROYAL HIGHNESS
THE DUKE OF CAMBRIDGE, K.G., &c. &c.; further Examined.

7250. Mr. Stanhope.] HAS your Royal Highness had an opportunity of going through the evidence which has been given before the Committee by Lord Wolseley?—I have read most of it; but not altogether.

7251. I understand there are several points upon which you desire to give evidence to the Committee?—I should like to make some explanation upon several points.

7252. First of all, the Committee have had some evidence with regard to the ages of compulsorily retired officers; has your Royal Highness any evidence to give to the Committee upon that subject?—I see by Lord Wolseley's evidence that he thinks that for the rank of major and captain the age for retirement might be extended. One is always very sorry, and nobody more so than I am, to see a fairly efficient man compulsorily retired; but at the same time I do not see, unless you maintain the present period, how you can ever get sufficiently young officers up to the head of the service to keep efficiency in the foreground. Lord Wolseley, I see, says he does not mind the senior majors and captains being rather old, provided that the commanding officers of the regiment are young. I cannot understand how you are to have young commanding officers if you are to have old majors and captains, because, unless an officer misconducts himself, he is entitled to look forward to promotion. If it is to be understood that he is not to be promoted, though he is a good man, on account of his age, from that moment all interest in the service with that unlucky officer is at an end, and the sooner that officer is out of the service under those conditions, the better. I suppose Lord Wolseley thinks that all the commanding officers of regiments should be selected; to a certain extent that would be quite right, but you would still do such injustice to deserving officers if you made a rule that they are to go on and not to be promoted, constantly putting younger men over their heads, because the others are older; that I think you would get into most serious difficulties with the Army in general.

7253. I think Lord Wolseley suggested that you might practically compensate the others by fixing the age for captain at 50, and for major at 52; does your Royal Highness disagree with that?—That implies that a man would become
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lieutenant colonel too old to be fit for the higher position, unless you took a very young man and put him over the heads of the older officers. An officer has a right to have his service considered, but if you tell him that he is not to be promoted because he is an old officer, all interest in the service will vanish, and a man in that case is better away than remaining in the service, because there is no prospect for him, and why should he take any trouble to increase his efficiency. Upon that point I thought it advisable to look at the statistical results. I produce a Paper for the Infantry and for the Cavalry. Taking the Infantry, we took the first nine regiments, showing the length of service of the commanding officer, the senior major, the junior major, senior captain, and the junior captain, in each of the nine regiments. We have also taken nine regiments in the centre; the first was from one to nine, then we have taken from 30 to 39, and then we have taken nine regiments at the bottom, from 68 to 100, in order that it should be perfectly fair, and that there should be no selection whatever, and the result comes out in a most remarkable way, I think. (*His Royal Highness read the following Paper.*)

INFANTRY.

Normal - - - -	28 Years.	19 Years.		9 Years.	
REGIMENT.	Officer Commanding. Years' Service.	Senior Major. Years' Service.	Junior Major. Years' Service.	Senior Captain. Years' Service.	Junior Captain. Years' Service.
1st Royal Scots - - -	32	32	20	22	10
2nd Queen's - - -	31	26	20	19	11
3rd Buffs - - -	31	28	15	15	11
4th Royal Lancashire -	30	27	20	20	10
5th Northumberland Fusiliers -	34	24	19	18	9
6th Warwick - - -	32	21	19	19	10
7th Royal Fusiliers - - -	29	27	15	15	9
8th Liverpool - - -	29	28	15	14	9
9th Norfolk - - -	38	30	21	16	8
30th East Lancashire -	29	28	18	18	10
31st East Surrey - - -	25	33	22	19	8
32nd Duke of Cornwall's -	34	25	22	15	11
33rd West Riding - - -	29	23	13	17	8
34th Border - - -	33	31	19	18	8
35th Sussex - - -	29	20	14	15	9
37th Hants - - -	31	26	17	20	8
38th South Staffordshire -	30	27	21	15	8
39th Dorset - - -	32	27	23	20	9
68th Durham - - -	31	21	14	20	9
71st Highland Light Infantry -	30	26	21	17	10
72nd Seaforth - - -	31	26	23	21	11
75th Gordon - - -	27	24	18	19	13
79th Cameron - - -	32	32	15	20	8
100th Leinster - - -	27	25	14	13	8
Dublin Fusiliers - - -	26	22	21	20	8
Rifle Brigade - - -	34	29	19	17	10

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CAVALRY.

Normal - - - -	28 Years.	20 Years.		9 Years.	
REGIMENT.	Officer Commanding. Years' Service.	Senior Major. Years' Service.	Junior Major. Years' Service.	Senior Captain. Years' Service.	Junior Captain. Years' Service.
1st Life Guards - - -	29	21	20	18	9
2nd " " - - -	27	23	18	18	8
Royal Horse Guards - -	25	19	14	15	5
King's Dragoon Guards - -	25	21	13	11	8
Queen's Bays - - -	28	18	24	14	6
3rd Dragoon Guards - -	28	20	18	9	8
4th " " - - -	23	23	21	14	6
" " - - -	29	16	12	17	9
6th " " - - -	27	18	23	15	9
7th " " - - -	20	24	13	12	6
1st Dragoons - - -	26	27	12	10	6
Scots Greys - - -	25	21	20	18	8
3rd Hussars - - -	22	25	16	17	10
4th " - - -	23	22	19	20	7
5th Lancers - - -	29	20	19	14	6
6th Dragoons - - -	27	17	16	16	6
7th Hussars - - -	27	26	20	15	10
8th " - - -	29	14	13	14	8
9th Lancers - - -	25	25	18	11	9
10th Hussars - - -	23	20	18	14	11
11th " - - -	19	18	14	14	10
12th Lancers - - -	19	20	16	20	8
13th Hussars - - -	20	21	19	17	8
14th " - - -	23	18	15	14	4
15th " - - -	22	22	22	20	10
16th Lancers - - -	28	20	19	19	10
17th " - - -	23	22	14	14	10
18th Hussars - - -	21	21	15	14	6
19th " - - -	28	15	14	18	10
20th " - - -	22	22	20	15	6
21st " - - -	25		11	10	12

7254. Will you give the Committee the general result to be drawn from those Tables?—The general effect of what I have just read, to my mind is that the officers are quite as old as they ought to be at the head of the list, and that if you keep them on longer you get them in a less efficient condition than they are in now, and that I think, would be very detrimental to the Service. Then again, if you try to modify that disadvantage by selecting young officers, every now and then you may have an exceptional officer, and you may put him up and nobody has any special right to complain, and they would not; but I think to put up men merely because they are young, and to leave those officers

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to whom you will not give retirement till a much greater age, letting them be passed over because they are too old, would be very hard lines, and would be severely felt by the Army, and what is more, it would not add to efficiency.

7255. Your Royal Highness is altogether opposed to any extension of the age of retirement for captains and majors?—I think now you have got to a very good period; 48 years for majors and 45 for captains, because you may say, beginning at 20, that would make a man pretty old to be a captain, and you will remember that they are obliged to be very active into the bargain.

7256. Now with regard to colonels commanding regiments, would you advocate any extension there?—You mean of the period during which he is to command a regiment?

7257. Yes?—He gets the command of a regiment for four years; latterly there has been a Warrant which enables us to keep them on if it is thought advisable for two years more; that gives you the power of doing so whenever you think fit, and that is a power I should certainly exercise with very great discretion. I should look at the effect it would have upon the officers below, and if I saw that any extension, even though in other respects desirable, had a tendency to destroy the prospects of the officers below, I should not think one ought to exercise it. Although I would very much like to see a continuation of the period of command from four years to six if it were possible, I do not see how you could, in many cases, make it possible without stopping too seriously the general flow of promotion.

7258. In what you have been saying, Sir, you are not to be taken as opposing the principle of selection for the command of regiments?—As I say, if you selected really young men over old officers against whom there was nothing to be said, that would be a great cause of grievance, because they would feel that they had been doing their duty thoroughly but had been unlucky in getting on, and therefore unlucky in getting younger men, simply because they were younger men put over their heads, for the command of the regiment.

7259. But apart from that, you do advocate selection for the command of regiments?—We do it now, but with very great care and caution. If you have a very prominent man you can make a selection; but merely because a man is young I think it is hard lines upon those who have served you faithfully during a long period to pass them over. Might I, while upon that point, say, as to the staff corps in India (though this perhaps is not precisely in point), that the regulations are, that a man after 12 years' service, and who therefore may be assumed to be 32 years of age, becomes a captain; at the age of 40 he becomes a major; at the age of 46 he becomes a lieutenant colonel; and a full colonel at the age of 50. That has nothing to do with this question, but still it should be borne in mind, because our services are very constantly brought together, and one does not want to see any unnecessary supercession by the Imperial over the local service, or by the local service over the Imperial.

7260. *Chairman.*] These Indian arrangements only affect rank when a man is promoted from major to colonel, it does not necessarily follow that he has colonel's duties; it is a matter of rank?—That is so.

7261. *Mr. Stanhope.*] Passing from that to another point upon which certain questions were put to the Adjutant General, at Question 6017, Lord Wolseley is asked as to the reduction in the establishment of the generals, and his answer is, "I think we have about 70 or 68 generals employed, and my contention and idea is, that no man ought ever to be made a general unless you have a general's vacancy ready to put him into;" does your Royal Highness agree or disagree with that?—To a certain extent I think it is desirable, but not to the full extent stated by Lord Wolseley. For instance, I think there must be a margin in our service; our service is very different from all foreign services. The foreign services are almost exclusively home services, with good climate and all the advantages of home, whereas in our service the great bulk of it is in foreign parts, and service abroad in very hot, and in very bad climates occasionally, of course tells upon a man, therefore you must, to my mind, have a margin of general officers whom you may put on half-pay for reasons which are obvious, such as that they have done very hard service and that they require

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require rest and so on; and although I think it is a very bad thing to keep a man a long time on half-pay, still I think you must have a fair percentage of men in excess of what you actually require for the ordinary duties of general officers; and therefore I say you must go beyond the exact number you require for those appointments.

7262. But in the principles suggested by Lord Wolseley there is contained also this proposal, that in future no one should be made a general except by selection?—That will work its own remedy. By the regulation lately adopted that will come into operation more or less in the lower grade. It has been decided, and I think very wisely decided, by Warrant, that no man in future be appointed full colonel unless he has been selected for a position which carries with it the rank of colonel. Having made that selection, a large number of lieutenant colonels must drop out. You, therefore, have your area of colonels so reduced that it will be as much as we can do to find colonels for promotion to general officers. If during the service of a colonel we find that he was not efficient, we of course would leave him out; but the only selection now will be when you promote a man from lieutenant colonel to colonel, because if he does not get the rank of colonel he cannot become a general officer.

7263. But is it not conceivable that a man might be perfectly fit to command a regiment but yet not be fit to be made a general officer?—It might be so; but if you found he was not fit to command a regiment, you need not select him. At the same time the area of selection would be very much reduced; so much so that I do not think there would be any difficulty at all in dealing with the case as suggested; that is to say, that it would be to a great extent selection; but the selection would be to a great extent in the junior grades, and when you have once selected in the junior grades you would have less difficulty in selecting for the upper grades.

7264. Your idea would be seniority tempered by selection?—Yes.

7265. Do you look forward to a reduction in the establishment of general officers?—I think that the reorganisation of itself would tend towards the reduction of the establishment; I do not think, however, you could do it to a very large extent. I have no doubt that you could go on with fewer than 140; but you must remember that we are still in a transition state from the abolition of purchase. All those men who are now general officers are men who when they came into the service looked forward to being promoted as a matter of course. Purchase having been abolished, you must give as much latitude as you can in order not to do injustice to those who have the right to look forward to a higher position. We are doing it by degrees; the establishment has been very much modified from year to year. We began in 1877 with a large establishment; it had been 325; in 1879 it was reduced to 292; and in 1881 it was reduced to 140; that is a very large reduction. When the time comes, in 1891, when the new arrangement will come into operation as regards the colonels, you will get into a much easier groove, and be able to reduce the numbers with much less hardship than in any other way to the junior officers who have been looking forward to promotion, because you have already given them due notice and warning that such would be the result.

7266. You would rather look forward to the reduction taking place when the claims of the purchase officers are satisfied?—I look forward to the reduction taking place as the result of recent changes; I do not wish unnecessary changes; it disgusts men and makes them feel uneasy; they think, what next? They think, we may have further changes which may be injurious to us. I would strongly advise not attempting anything beyond what you have already decided upon doing.

7267. Is it not the case than on the general officers' list there are certain general officers who would not be likely to be employed?—There are a certain number, but it is a great exaggeration to say that there are as many as I have seen stated.

7268. Do you think it would be desirable to adopt some system by which such men should not be entitled to be appointed to the rank of general officers?—They are entitled to it; they come into the service on purpose, and they are entitled to it. We have done all we could in equity to stop them from getting

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to the head, and their chances are very poor, but the idea that there are so many of them is very much exaggerated; there are a few undoubtedly.

7269. Could your Royal Highness give any particular reason why the number of 140 was put down as the number of general officers?—I do not know any reason beyond that it was put at that in order to afford a fair and legitimate promotion to those who had the right to expect it.

7270. Do you know the particular reason why it was 140 more than 100?—I do not know any particular reason.

7271. *Chairman.*] I presume that it was estimated to have some relation to the maximum number that might be employed?—I believe it was so.

7272. *Mr. Stanhope.*] The Committee have also had some evidence with regard to the number of the staff, and it has been given in evidence by Lord Wolesley, I think, that some considerable reduction might take place in the staff; what do you say with respect to that?—I do not think so; we have made a very considerable reduction of late, as you know, and I think that we have gone quite as low as we ought to go; because all these things theoretically are very fine, but unless you use men in the positions they are expected to fill on service, you cannot expect them to know their duties; theory is all very well, but practice is essential, in soldiering especially. The staff at Aldershot, for example, is a large staff, but I think it is perfectly justified for this reason, that it is the only home station you have where officers can get experience of movements of troops on a large scale and in large bodies. Of course we do the best we can in all our stations, but our stations have no ground, or very few of them. The Curragh has some ground, but even at the Curragh we have great difficulties; we cannot always assemble the troops there from various causes, and although we try to do so, it is generally a very small concentration compared with what we can manage at Aldershot. Then at Aldershot, we have besides the troops, every year the very useful arrangement by which a considerable proportion of the Militia regiments are concentrated there for training, by which means they come into the operations of the station whenever we can bring them out; and we have some considerable body of Volunteers who go there annually. We have been increasing the place very largely, enlarging it more and more, in order to enable the troops to concentrate there more than they have done hitherto, and the more that is done the better. In order to do that, you must have a good strong staff. Then I must also point out that under the name of the staff at Aldershot, there are many officers who have really nothing to do specially with the Aldershot staff. Take the Gymnastic Staff; there are two staff officers for that, and for the Signalling Establishment there are two staff officers. There is a school for the Yeomanry, and there are schools for the Volunteers, and in that way there are many staff officers there who are absolutely necessary, but who have nothing particular to do with the staff at Aldershot. The staff at Aldershot is really only the general officer in command and four brigadiers, one of cavalry and three of infantry, and the cavalry brigadier in addition is the Inspector General of Cavalry, and for a great part of his time he is travelling about making inspections; so how are you to reduce the staff, I do not see. But even if you could reduce it, it would be a false economy, because you would be curtailing the number of staff officers you should employ in order that they should get experience.

7273. Lord Wolesley points out that in his opinion it is of great importance that a general officer when he is employed should have experience of commanding as many men as possible, and that is why he advocates two brigades instead of three?—Certainly, that is why I advocate the keeping up of as large a staff there as you can, otherwise they cannot get the experience. I would advocate yearly manœuvres, but I cannot get them on account of the expense. But, having a station at Aldershot, we should take advantage of it to make it a school for instruction; and to prove to you how far we go in that direction, I may say that the brigadiers in Aldershot, not the cavalry one, but the three infantry ones, hold the command for three years only. The general command is a five years command, but infantry brigadiers only hold the command for three years in order

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to give a larger experience to the general officers. You must give them a certain time to recoup them for the expense they are put to in going there, because they are put to very great expense. A man has to purchase his horses, and has to purchase all sorts of things which he would not have to do in ordinary life; therefore, under those circumstances, you must give him a certain time to recoup himself; and therefore, again, taking all the circumstances into account, I think three years is not more than is desirable.

7274. The other point upon which you desired to make some statement was with regard to the clothing of the Army?—I see Lord Wolseley is for letting the soldier have the clothing as his own as he used to have. That we found most objectionable. One thing was that the practice was very apt to lead men to sell their clothing, because it was impossible to prove whether it was sold or not. A man got rid of his clothing, and the man who bought it said, this was old clothing; whereas it would very often happen that it was clothing that belonged to the man, not that it was old, but that he had made away with it. Under the present system that is very much obviated, and we have very much less crime with regard to the sale of clothing. In the next place, it was very disreputable, I think, to see men sweeping a crossing and doing all sorts of very menial work clad in the clothing of the Army; people said, what is the meaning of this, has this man been a soldier, or what. That has disappeared in a great measure since the clothing has been sold *en bloc* to certain houses who dispose of it. But I would go so far as to say, that instead of the tunic being sold, it ought to be worked up and not sold at all; as to the trousers, it does not signify, a grey trouser is not remarkable, but the red tunic is a most conspicuous thing. I think it should be a *sine qua non*, that when it is disposed of, it should not be resold as red clothing. I am told that a quantity of this stuff is sold abroad.

7275. You would make it a *sine qua non* that it should be worked up into other clothing, or at all events not sold for use?—I think that would be desirable; I am only referring to the tunic, not to the trousers; I would prefer that the present arrangement should be retained. I am aware that there is a very strong feeling as regards the trousers; a man does not object to part-worn clothing, as regards the tunic, but he does as regards trousers. Lately an arrangement has been made, with regard to the regular Army, that part-worn trousers are no longer re-issued, they go back to the Clothing Department, and are sold as old clothing; I consider that a better arrangement. Then I believe there is a feeling about the boots; if you could make the boots a part of the necessaries, instead of equipment, you would get, I think, over the difficulty. The men think they could have their boots mended and keep on with them if you made them necessaries.

7276. Would you not have the danger of men having to start off on a campaign with very defective boots?—That is possible; that is the only part of the present arrangement that the men do not like. My opinion is, that it would be as well to leave it alone, but at the same time I know that there is a feeling about the boots.

7277. Mr. Broderick.] Your Royal Highness has handed in some statistics as to the average length of service of certain officers. I was going to ask you specially about the commanding officers in the cavalry. From the Return your Royal Highness has handed in, it would appear that the oldest commanding officer of a cavalry regiment has 29 years' service, and therefore may be assumed to be 49 years of age?—Yes.

7278. And the youngest has 19 years' service, and is therefore about 39 years of age?—Yes.

7279. I find the average is under 25 years' service, and 45 years of age, in the whole of the cavalry service?—That is so.

7280. I was going to ask, as a matter of military efficiency, do not you think that the age of a commanding officer of a cavalry regiment might be considerably higher without loss of efficiency?—I do not think it would be desirable to increase the age. The fact is, that an officer of a cavalry regiment has much more active duty to perform than a commanding officer of an infantry regiment;

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he must be active upon his horse and perfectly effective. Our cavalry officers have always been younger than the infantry officers, and I think without any detriment, but rather with advantage to the service.

7281. Can you tell the Committee at all what is the average age of a commanding officer in the German army?—I think it would be very much like ours for cavalry certainly. I do not think they are a bit older. I am not speaking statistically, but from what I have seen. I have seen a good deal of the German army.

7282. But even taking your Royal Highness's view that we ought to have very young cavalry officers, promotion has rather outrun expectation in the cavalry, has it not?—Promotion is very quick in the cavalry at this moment; probably rather quicker than one would wish to see it, but not in the higher grades; it is in the lower grades more especially that the promotion is so rapid. I suppose a man in the cavalry having more means, gets more frequently into some position in which he wishes to give up service; you will observe that the seniors are very much in advance of what the junior ranks are comparatively.

7283. Take the 12th Lancers, now commanded by an officer of 19 years' service; is it not the fact that a year ago the officer commanding that regiment was only 37 years of age; I refer to Colonel Stewart?—That is because they have been very rapid in that regiment in their promotion.

7284. Do not you think in a case like that, considering the enormous charge it entails upon the country, that some machinery should exist by which promotion should be brought more up to the ordinary level?—The last regulation gives us power to retain a man two years longer; but Colonel Stewart had actually been six years lieutenant colonel, he had been second lieutenant colonel, and by combination second lieutenant colonel and commanding officer of the regiment for six years, so that he was lieutenant colonel of the regiment for six years; but it so happens that the run had been very rapid in that regiment.

7285. *Chairman.*] That was before the Warrant of 1881?—Yes; however, to show you that I thought it very unfortunate that there should be a man so young on half-pay, I may say that he has got an appointment since as second commandant at Canterbury, so that he is actually employed at this moment; he is not thrown upon the dead weight of the Army.

7286. *Mr. Brodrick.*] But looking from the point of view of the men to the point of view of the regiment, would you not say it was a great misfortune to have the command changed so frequently as twice in two years?—That is a very exceptional case.

7287. But there is something like it in some other regiments; several colonels are about to go who have only had command for a very short time?—But we are absorbing the second lieutenant colonels, so that that cannot happen again; in future he will have the full period of four years plus the two if you choose to give it him. That has been decided by the last arrangement under which we have done away with the second lieutenant colonel.

7288. But looking aside from the promotional result, what, in your opinion, would be your ideal period for a man to command a regiment for the good of the regiment?—I think four years; that is to say, four years with the power of making it six years would be a very good arrangement.

7289. You would not make it six years in the first instance?—No, I would not.

7290. Looking at the present state of facts, it would appear that the majority of cavalry officers retire before the age of 40?—That may be so.

7291. But if it be the fact that the average of the cavalry officers retire before the age of 40, and that the expectation of life after that age is about 27 years, we have practically one man and a-half very nearly on retired pay for every one we have on full pay with cavalry, is not that so?—But I think you will find that very few cavalry officers are obliged to go on retired pay compulsorily, very few indeed.

7292. But I mean that after seven years as major a man can retire, and after 15 years' service with a gratuity?—But I do not think you will find many

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many men in the cavalry who will be entitled to that, it can only be a small number.

7293. I think you will find a very large number from the return handed in on the last occasion who take those retirements at 15, 18, and 20 years and go with them; but I want to get it upon the notes that with the desirability of having very young commanding officers, the result to the country would be that we are having one and a-half men on retired pay to every man on full pay?—I do not know how that may be.

7294. I was only going to ask this in addition, the cavalry regiments at present have only a certain proportion of horses to the number of men?—That is so.

7295. We have it in evidence that the present normal retired pay of the officers of the cavalry is about 120,000 *l.* a year; if that could be sensibly reduced, and if your Royal Highness had to choose between having officers very much younger for the cavalry, and having a larger proportion of horses to men, as a matter of economy, which would you choose?—I should like to have a very considerable addition to the number of horses, but I was not prepared to have the question asked me, therefore, I could not answer off-hand as to that.

7296. It has been given in this way, that the normal retired pay would be 120,000 *l.* a year?—May I ask, do you mean the pay of retired officers?

7297. Yes, upon that I am going to put this question. The difference between the normal, under the Warrant of 1881, and the normal under Lord Wolseley's proposal as given to the Committee on the last occasion as to the 50 and 52 years of age, would be as the difference between 27 and 16?—I doubt very much whether it would ever come into operation as regards the cavalry; I think that the cavalry officers are so much younger that they would not come under the operation at all of requiring to be retained up to 50 or 48 years of age.

7298. In that case the retirement would have to be paid?—No; I think they would have been promoted before; I think the cavalry officers are so much younger, comparatively, that there would be very few compulsory retirements from the cavalry; there would be some, but not a great many compared to the infantry.

7299. Must not the effect ultimately be to raise the age?—That depends upon whether many go early or not. My impression is that cavalry men in the junior ranks would always go much more frequently than the infantry, therefore the cavalry would be kept younger, and, therefore, I should expect, speaking off-hand, that you would have comparatively very few retire compulsorily in the cavalry, excepting always the commander of the regiment. The man who commands the regiment, whatever his years, is, after a certain amount of service, put on half-pay; but, I think, the retiring pay in the cavalry would be very much less than in the rest of the Army.

7300. Your opinion is that military retirement with gratuities is much more taken advantage of in the cavalry than in other branches of the service?—Yes, no doubt it is. A man is not compelled to go; therefore, I think the gratuity is worth rather more in the cavalry than in any other branch of the service.

7301. Supposing it to be the fact that we could reduce the 120,000 *l.* a-year to 80,000 *l.* a-year by raising the age of officers generally in the cavalry, from 35 years by 10 years, and could spend the difference of 40,000 *l.* a-year on horses, do you think the efficiency of the cavalry would be increased by it?—I do not think you could make any difference between the cavalry and the infantry; they must be under the same regulations, and as it would operate very injuriously to the infantry, I think you must leave the cavalry alone.

7302. Is it a fact that, in your opinion, the men would not enter the Army unless promotion were as rapid as it is at present?—My impression is that unless you gave them a good flow of promotion you would get a very inferior class of men into the service, because there would be nothing to look forward to. Many men, particularly those who have means of their own, come into the cavalry looking forward to serving for a time, and afterwards to getting the command of a regiment. If you very much reduce the prospects of that class of men getting commands, that class of men will not come, and you will only

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[Continued.]

get a very inferior class of men which, I believe, would be very detrimental to the interests of the service.

7303. What would be the latest age that you would fix for a captain and major to retire as against the age of 50 and 52 fixed by Lord Wolsley?—I think the present arrangement is a very good one; I am quite sure that constant changes are very injurious. Within the last period (I was quite a party to it; I do not blame anybody more than myself; but I do not think it is a matter of blame), we have already very much damped the prospects of our infantry officers by doing away with the second lieutenant colonel and reducing the majors to four per regiment; and if you give them another blow the men will lose all confidence in the future, and the result will be very unfortunate. I believe, as I said before, that the new regulations are so much tending in the direction that is wished by everybody, that I cannot help thinking that it is better to leave it alone, and not to make any changes at all at present; you can always do so in the future if it be necessary, but I believe the arrangements which are now being carried out are the safest and wisest you could possibly adopt, and I, for one, should very much deplore seeing any change.

7304. Captain *Cotton*.] Your Royal Highness has handed in a paper about promotion in the cavalry and infantry; would your Royal Highness wish to make any observations about the rate of promotion in the ordnance corps?—Being more or less a seniority corps, I did not bring any facts about them, but of course I could bring them if it were wished.

7305. You stated that you considered 25 years' service quite old enough for an officer to command a cavalry regiment; would these sort of limits of age apply to officers commanding batteries of horse artillery?—Yes; the officers commanding batteries of horse artillery ought to be very active officers indeed.

7306. And for field batteries?—For field batteries also it is very desirable, but for the horse artillery it is more essential; activity of horsemanship is the essential thing, and a man at a certain age loses that.

7307. Do you consider that the fact in the three branches, if I may so call them, the horse, the field, and the garrison artillery of all the officers being in one list for promotion, has at all a bad effect upon the ages of those majors who are selected for the horse artillery?—No, because we have a large area to select from, and anybody who is eligible out of the whole body can be selected for the horse artillery.

7308. But is it not the case generally that the officers selected for commands in the horse artillery are comparatively the seniors in their respective ranks?—No doubt that is so; because those men who we think have claims in the horse artillery we take, and if the senior is a fit man, we would prefer him to a junior; I do not see how you could avoid that without doing injustice.

7309. So that really, according to the present system in the artillery, the majors commanding batteries of horse artillery must be considerably older than officers commanding cavalry regiments?—Possibly they would; I have not gone into that; I should think upon the whole it would be so; with the cavalry decidedly, but not with the infantry, and even with the cavalry only to a small extent; because if you look at the list you will see that the cavalry commanding officers are very senior men; there are just one or two cases, such as the 12th Lancers and 11th Hussars, where they have had rapid promotion, and they, therefore, are comparatively junior officers; the rest are very much of a muchness; I do not think there is much difference to speak of.

7310. It was shown by a paper handed in last year that the average age in the cavalry is 20 years to the rank of major and 19½ years in the artillery, so that the artillery has rather the best of it among the juniors of that rank?—Yes; I thought you were mistaken in your view. I do not think you will find as much difference as you supposed.

7311. Mr. *A. Gathorne-Hardy*.] Your Royal Highness has been asked a question or two with regard to clothing, do you think there could be any large economy in the clothing of the British soldier?—I do not think so. I think General Brackenbury in his evidence called attention to the fact that the cost of the

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The DUKE OF CAMBRIDGE, K.G.

[Continued.]

the clothing in the British service was considerably larger than in the German army.

Yes, the whole system is different.

The German army never moves, and therefore every regiment remains in its own locality. They have three or four different suits of clothing, and those different suits are all kept in store under the eye of the captain. The real possessor of the clothing is the captain, not the soldier at all. I know that operates to this extent, that supposing upon a Sunday orders are given that every man is to wear clothing No. 2 or clothing No. 1 (if it is a grand parade, it is clothing No. 1, that being his new clothing), it is issued out from what is called the "Campagnie Boden," which is the store where these garments are kept. Therefore, a man has really not any clothing of his own at all; it is issued to him by the captain of his company. Their system, as I say, is absolutely different from that adopted here.

7312. Do you agree with Lord Wolseley that the quality of the clothing of the German soldier is inferior to that of the British soldier?—I do not think so. I think the clothing in Germany is very good indeed, and lasts a very long time. Each man has about three or four sets of clothing; but being permanently stationed in one locality they can use and manipulate it very much more easily than we can. We, moving about, are unable to retain old clothing; we are obliged to get rid of it in order not to have all the bulk of baggage to take about with us; therefore, when a move takes place, all the clothing that can possibly be got rid of is laid on one side. In Germany that is not done, and that is, I think, where the difference in the expense comes in.

7313. Do you think that that would account for the difference in the time which the British soldier's great coat has to last, namely, five years, as compared with Germany, where it is eight years?—I think that their great coat is better than ours, although they wear them more, they last longer than ours; but of late years the great-coat cloth of our Army has very much improved; it used to be miserable stuff.

7314. *Chairman.*] I suppose you would say that the social position of the German soldier, being so much higher than the average position of the English soldier, he is more likely to take care of his clothes?—Yes, all those men who are one year's men, find their own clothing altogether, and there is no doubt the ordinary class of men is higher in Germany than here, because the system is conscription.

7315. *Sir William Crossman.*] There is just one question I should like to ask your Royal Highness; at present lieutenant colonels are only promoted to colonels by selection when the place is vacant for them; that is so, is it not?—By selection; that is to say, there are certain appointments which have been set aside, being considered as colonels' appointments, and you select the lieutenant colonels for those appointments. In the result it is absolute selection, because the lieutenant colonels who are not selected cannot get promotion.

7316. May I ask you how many of those appointments there are; could you say offhand?—I do not know how many it amounts to, but they are assistant adjutant generals and colonels commanding regimental districts, and all those superior appointments to which there is considerable responsibility attached.

7317. *Sir Frederick Fitz-Wygram.*] Your Royal Highness has spoken about the advantage of training the Militia regiments at Aldershot; is it not the fact that it is always the same regiments year after year that go there?—It is so, and too much so, but that is caused by the expense of movement; the expense of movement has a great effect upon it; all those regiments in the neighbourhood of London, where they have great difficulty in finding ground, generally go to Aldershot, and the expense of moving them to Aldershot is, of course, very much less than from more distant parts.

7318. But your Royal Highness thinks it would be a great advantage to take every regiment to Aldershot, in the course of, say, six years?—It would be very desirable, no doubt.

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[Continued.]

7319. The Financial Secretary has spoken of an increased burden caused by promotion being quicker in the cavalry than in the infantry. As a matter of fact the burden is less, is it not, because they retire early with a gratuity only?—It would have that effect, no doubt.

7320. *Chairman.*] I wish to ask your Royal Highness only one question about general officers. I take it to be the general purport of your Royal Highness' evidence that you would be favourable to colonels selected for general officers' appointments being *ipso facto* promoted to be major generals?—Yes.

7321. You think, Sir, that that would not supply a sufficient number of major generals and of the higher ranks of the generals' establishment?—It is very doubtful whether it would.

7322. Then may we understand, without fixing any particular number, that this would be your general idea; that there should be a fixed establishment of general officers; that officers should be promoted to that rank primarily only upon their obtaining appointments, and that then the difference between their number and the fixed number should be filled up in the ordinary way?—Just so.

7323. Whether by selection or by seniority, or by a mixture of selection and seniority?—I believe the list of colonels will be so reduced whenever these new regulations come into full operation that there will be hardly colonels enough to put up to the rank of major general.

7324. Then do we understand that in addition to some arrangement such as you have described as to the general officers, you would recommend an increase of the present list of colonels by some promotion from the rank of lieutenant colonel not at the time of appointment?—That is not the present intention.

7325. But you, yourself, Sir, taking your own view, would in the first place have a fixed list of general officers to which you would promote every colonel who was appointed to a general officer's command. That in your opinion would not give a sufficient list; therefore you would have a somewhat higher list, the difference being filled up in the ordinary way whether by selection or seniority, or by a mixture of selection and seniority?—Certainly.

7326. Did I understand you to say in addition, that the list of colonels would not be quite enough to keep up a sufficient list of generals, and that you would somewhat enlarge the promotion to colonel from lieutenant colonel, not limiting it strictly to cases of colonel's appointments?—That would only arise if we found the list of colonels was not sufficiently large. At present it is assumed that it will be sufficiently large; but I mention that to show the tendency of the present arrangement, that it is doubtful whether a sufficient number of colonels will be promoted in order to give the number of general officers that would be desirable.

7327. But your Royal Highness would not recommend any change at present in the promotion of lieutenant colonel to colonel until it is found that the list is too small?—I would not.

7328. *Sir Frederick Fitz Wigram.*] You have the power now of promoting from lieutenant-colonel to colonel for distinguished service in the field, have you not?—Yes; aides-de-camp to the Sovereign are always selected; from those who have seen a great deal of service; and then there is the rank of colonel by brevet for distinguished service in the field; that has been retained.

7329. *Chairman.*] But what your Royal Highness does admit is, that the reduction from 292 to 140 might be carried still further, not having too small a list, and allowing for the emergencies that might arise?—No doubt.

7330. *Sir Frederick Fitz Wigram.*] With regard to clothing, one very great objection to the soldiers keeping their old clothing is the stink, if I may use the expression, from having a lot of old clothing about the barrack-rooms?—No doubt it is very objectionable, and that is why abroad they have what they call *campagne bodens*, company stores, that is to say, where all the clothing is kept, What they use is kept in their rooms, but all the rest is kept in store, and it is only issued when it is desired that a better class of clothing shall be put on by the men.

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ON VOTE 23.—OUT PENSIONS.

MR. RALPH H. KNOX, c.B., and MR. DENHAM ROBINSON; further
Examined.

7331. *Chairman* (to Mr. Knox).] I SEE that the sum for out pensions amounts to 14,400 l. less than last year; that arises, does it not, out of the additional appropriations in aid?—Yes, that is really what makes the difference; there is very little difference in the gross charge, but there is a slight decrease of about 2,000 l.

7332. The appropriations in aid are mainly contributions from India?—Almost entirely.

7333. That is automatic, is it not?—It depends upon the number of men pensioned in each year.

7334. I mean to say that it is under regulations?—Yes, it is under regulations.

7335. The Committee would like to understand the movement past and prospective of the great charge for men's pensions?—I have a Return here showing the gross expenditure upon those men's pensions for the last 10 years, and I find that in the year 1877-78 (this is the actual expenditure, not the estimate)—the expenditure was 1,465,329 l.; the next year it was 20,000 l. more than that; in the year 1878-79 there was a very considerable increase, namely, 140,000 l. in excess of the previous year. Next year there was a further growth of 50,000 l. In 1881-82 the expenditure exceeded that of 1880-81 by another 50,000 l. In 1882-83 there was again an excess of 70,000 l. over 1881-82, and in 1883-84 we apparently reached (I hope) the top of our expenditure as a remnant of the old system. In 1883-84 the amount was 1,798,054 l.; that is to say, within 1,000 l. or so of 1,800,000 l. The next year there was a fall of a little over 20,000 l. The next year there was a fall of 11,000 l.; but the last year shows a little recovery from that, so that we are hovering at 1,770,000 l., which is the sum that we have taken for this year; the actual expenditure for the year 1886-87 was 1,772,000 l.

7336. I should like to carry you back to the old long service system. Before 1870, when the short service was introduced, the Army was a long service Army, was it not?—Yes, it was a long service Army, but the first enlistments had for a long time been for a short period. In 1847 the system of short service was introduced; it was for 10 years, with a subsequent extension up to 21, adding 11 to the first 10; that was altered in 1867 by General Peel to 12 years' enlistment for the first period, with a further extension of nine years, bringing it up to 21 years to entitle a man to a permanent pension. Various systems had existed during the prevalence of those Warrants, altered from time to time according to the taste, you may say, of the period, for inducing men to extend, or the reverse. Sometimes the fashion was to press everybody to extend his service, and then the fashion came up that everybody was to be cleared out; that has been going on in a sort of pendulum fashion for all those years.

7337. But practically before 1847 the service was called "life" service?—Yes.

7338. Between 1847 and 1870 it was called "long" service?—Yes.

7339. And since 1870-71 it has been worked in the main upon the short service system?—Yes, but under the 10 years' service system a very large number of men used to leave the Army voluntarily upon the completion of the ten years.

7340. The sum, I suppose, was computed as to the 12 years under General Peel's system?—Yes.

7341. (To Mr. Robinson.) Can you state what the out-pension list stood at in 1871, and what it was estimated that it would have reached if what I may

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Mr. KNOX, C.B., and Mr. ROBINSON.

[Continued.]

properly call long service had continued?—In the year 1871 the sum taken in the Army Estimates for pensions was 1,232,000*l.*, and it was calculated in that year that if long service continued the charge for 1881–82 would be 1,624,450*l.*; that for 1891–92 it would be 1,965,510*l.*; and that for 1901–02 it would be 2,221,300*l.*

7342. Was not there a later calculation which brought it up even to a higher point than that?—A calculation I made some years after that brought the normal charge up to 2,573,100*l.*, which did not include the sum that would be given for short pensions; that is to say, for pensions to men discharged by reason of ill-health and so on, before they completed their service.

7343. But that included all the pensions that could be granted under the old Warrant before 1871?—Yes, except the sick pensions.

7344. Did you include in that, provision for the sixpenny pension which existed for a short time?—No.

7345. That being the estimate for that time, the change came in in 1871 of enlisting men for a shorter period?—Yes, six years with the Colours and six years in the Reserve.

7346. Which was raised in 1881 to seven or eight years with the Colours and five or four years with the Reserve?—Yes, seven years with the Colours, if the man were at home, and eight if he served in India.

7347. I think that in 1871 a further and very important change was made, under which every man becoming a non-commissioned officer virtually had the right to go on pension?—Yes.

7348. Those two great changes of course very much affected the Estimate; according to the Estimate of 1871, the charge for 1891–92 was estimated at 1,965,510 *l.*?—That was for the long service.

7349. (To Mr. Knox.) But the charge will certainly not reach, according to your view now, to more than 1,700,000 *l.*?—We have reached the maximum, I think, as a remnant of the old system at 1,800,000 *l.*, and from that we are gradually falling.

7350. Three years hence, I suppose, you may take it at roughly as a matter of 1,700,000 *l.*?—Yes.

7351. Therefore there would already have been, as the result of short service, something like a quarter of a million diminution in the amount of that Vote?—Yes; about a quarter of a million diminution.

7352. (To Mr. Robinson.) Have you made any estimate of what the Chelsea Pension List is likely to be 20 years hence under the present regulations?—Yes, I have calculated that the normal, under the present system, is 704,000 *l.*, to which would have to be added a tolerably constant sum for sick pensions, as we call them, or temporary pensions.

7353. Virtually three quarters of a million?—It is more than that; it is 150,000 *l.* a year for these temporary pensions.

7354. Then the normal which we shall reach one day will be between 800,000 *l.* and 900,000 *l.* a year?—Yes, when the remnants of the long service army have died off.

7355. The last men enlisted under the old system being in 1870, I suppose the normal cannot be reached before 1920?—I should think not, because the men of the long service Army will be still going to pension in 1891.

7356. You may take it roughly that some of the men would be alive 30 years after they took their pension?—Certainly.

7357. Now will you tell the Committee, out of the whole pension, how much do you estimate will be the Indian charge?—About one-third.

7358. Therefore our own vote will ultimately be worked down to about 600,000 *l.*, as against now about 1,400,000 *l.*?—Yes.

7359. And one may take it that the ultimate saving by the introduction of short service would be about 800,000 *l.* calculated actuarially?—Yes.

7360. Sir Frederick Fitz Wygram (to Mr. Robinson.)] Do you mean one-third upon the net or one-third upon the gross?—One third upon the gross; that is to say, upon the 850,000 *l.*

7361. Chairman.]

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Mr. KNOX, C.B., and Mr. ROBINSON.

[Continued.]

7361. *Chairman.*] And in that calculation you allow for the effect of the present regulation under which, as I have said, virtually every man becoming a non-commissioned officer is entitled to come to pension?—Yes.

7362. Can you give on the other hand the increased number of men who would be entitled to reserve pay when the Army Reserve reaches its normal?—We regard the practical normal as not much above 60,000 men, and they would get 9 *l.* a year each: that makes 540,000 *l.*

7363. The whole of that is a charge upon the Imperial Revenue, I suppose?—Yes.

7364. India does not contribute to the reserve at all?—No.

7365. Therefore you must set off against the economy of 800,000 *l.*, the ultimate saving of pension, the 540,000 *l.*, the ultimate charge for the reserve?—It has been always regarded that we get the value for it in the additional force.

7366. But taking it as a strictly Estimate question, there would be after making due allowance for the charge for the reserves, a diminution of about 260,000 *l.*?—Yes.

7367. (To Mr. *Knox*.) If we also take into account, though it was not part of the original proposal, deferred pay, then the account would stand the other other way?—Yes.

7368. What is the normal charge for deferred pay?—It ought to be 400,000 *l.* British ultimately.

7369. As far as the charge upon the Estimates goes, we should then have 400,000 *l.* more if you estimate the deferred pay, and 260,000 *l.* less for the saving upon the short service system, or an ultimate increase of 140,000 *l.*?—£. 140,000 or 150,000 *l.*

7370. But the arrangement as to the deferred pay had no connection with the short service system?—No, it was not established until afterwards.

7371. That was established, I believe, with a view to the general good of the soldier, whether he was a short or a long service man?—I think it was also given with the view of strengthening the chance of getting a Reserve, of making the Reserve popular. For some little time men did not pass into the Reserve, and it was very questionable whether it was a satisfactory thing to pass a man out of the Army without any money in his pocket at all.

7372. And it was given to him whether he was a long service or a short service man?—Deferred pay is given to a private for the first 12 years of his service, and to a non-commissioned officer for the whole of his service, but the private does not receive any deferred pay for extra service in case he should prolong it beyond the 12 years.

7373. Mr. *Brodrick* (to Mr. *Knox*.)] A very considerable amount of this sum is due not to the pensions of the men who have completed service, but to men who have broken down in the service when on campaigns?—Yes, that has been roughly estimated at about 150,000 *l.*

7374. The reduction would have been considerably larger, would it not, if it had not been for the considerably increased number of the applicants on account of the campaign in Egypt?—The reduction of the pension would have been larger considerably.

7375. Every man who broke down in Egypt has practically anticipated the charge for his pension?—He has; and that may account for what I pointed out, that in 1886-87 the Vote went up a little, as against that of the previous year, by about 6,000 *l.*

8 July 1888.]

Mr. KNOX, C.B., and Mr. ROBINSON.

[Continued.]

ON VOTE 24.—SUPERANNUATION, COMPENSATION, AND COMPASSIONATE ALLOWANCES.

7376. *Chairman* (to Mr. *Knox*).] The Vote for Superannuation Allowances is apparently stationary?—Yes, that Vote has not altered much; it is rather less than for last year.

7377. Has there been any change in the regulations during the last year?—No, none.

7378. The Vote is operating normally?—It is.

7379. Then as to compensation, there is a slight decrease in the compensation allowances; does that mean that there has been no very recent reorganisation?—Quite so; there has been no granting of special pensions on removal from office, therefore, of course the charge is gradually falling. A very heavy portion of the charge of 90,000 *l.* consists of the pensions in connection with factories. Of that 90,000 *l.*, just on 60,000 *l.* (59,534 *l.*) is for the pensions of former artificers, and others at the factories, 28,000 *l.* being the charge for the pensions of men holding higher positions in the service generally, including the War Office and all the civil establishments, prison establishments, engineers (civil) establishments, and so on.

7380. Last year the increase under the compensation items allowance was very small indeed, only 800 *l.* a year?—Yes.

7381. And you are now getting the benefit of the regular proportion of deaths on the very large charge there was before?—Yes.

7382. And in the next three years you will gain very much, will you not, by the falling in of the payment to the National Debt Commissioners?—Yes, there will not be an increase now, and we have a large asset falling in, amounting to 25,000 *l.*

7383. £. 25,000 *l.* a year?—Yes.

7384. Which will ease this Vote very considerably, will it not?—Yes, very largely indeed. I had promised to give in a return with regard to the reorganisation of the office showing the superannuations; I will hand that in (*the same was handed in*).

7385. That was the re-organisation of 1878?—Yes, that was the re-organisation of 1878, extending to 1880.

7386. Under the powers of the War Office and Admiralty Act, 1878?—Yes.

7387. Mr. *Brodrick*.] As far as the War Office is concerned, is the present state of the superannuation list at, or above, or below, the normal, in your opinion?—It must be considerably in excess of the normal as at present organised. As at present organised, with the large number of lower division men employed, the pensions cannot amount to anything like they did before, but of course the Superannuation Vote is bearing the charge of the exceptional pensions granted to men at an early age in 76. (Mr. *Robinson*.) Our superannuation charge amounts to about 22,000 *l.* (Mr. *Knox*). I should add that the total amount of pensions granted under the Act of 1878 was 40,344 *l.*, and the gratuities that were paid amounted to 108,085 *l.* But as regards this 40,000 *l.* which was paid in pensions, I think attention should be drawn to the fact, and it was mentioned by Sir Ralph Thompson in communicating with the Royal Commission on Civil Establishments, that several of the men who were pensioned were of pensionable age. I have taken out the number who had completed their 58th year, looking upon 60 years as the age at which a man can claim to retire; and out of that 40,000 *l.* of pensions I find that 8,316 *l.* was granted to men who were in excess of 58 years of age, that being a charge that was imminent and hardly chargeable to reorganization; of course the gratuities were purely exceptional; men of all ages were pensioned off.

7388. Mr. *Henry H. Fowler*.] Does the Paper you put in show that amount?—The Paper which I have prepared gives the age on retirement, the number of years' service, the rank, the name of the clerk, the pension he received, and also the gratuity.

7389. That

6 July 1888.]

Mr. KNOX, C.B., and Mr. ROBINSON.

[*Continued.*]

7389. That is similar to Mr. Jennings' Return, is it not?—It is practically similar to that, only it is limited to those pensioned on that one re-organisation.

7390. From the Estimates it would appear that what I may call the re-organisation charge was running off at the rate of about 5,000 *l.* a year?—That was the decrease last year; further particulars are given in a column of this return, showing the number of those gentlemen who have either commuted or died since they were put upon the pension list.

7391. I suppose the commutations given here as running off in two or three years hence are mainly re-organisation commutations?—They are, because under the Superannuation Act it is only a re-organisation pension that can be commuted in the Civil Service; I do not know why, but it is so.

7392. Is not there a more recent Act which allows an ordinary pension to be commuted?—No, it is not so; of course it is perfectly illogical, because the man whom you may employ again may commute, and the man whom you may not employ may not commute; although by allowing a man to commute you have ceased to have any hold upon him.

7393. You would like to see the Act changed?—I would.

FOURTH
REPORT
FROM THE
SELECT COMMITTEE
ON
ARMY ESTIMATES.

Part II.—Minutes of Evidence—*continued.*

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Return of Statements laid upon the Table of the House of Commons, in accordance with the Resolution of 4th March 1879, of Cases in which the Naval and Military Departments have obtained the Sanction of the Treasury to the application of an Actual or Anticipated Surplus on one Vote to meet a Deficiency on another Vote within the Financial Year - - - - - 56

Appendix, No. 9.

Paper handed in by Mr. Denham Robinson:

Average Service of the Officers Promoted in the several Arms of the Service during certain Years - - - - - 57

Appendix, No. 1.

PAPER handed in by Mr. St. John Brodrick (a Member of the Committee).

REWARDS TO INVENTORS.

YEAR.	Estimate.	Expenditure.	Less than Estimate.	More than Estimate.	CAUSES OF VARIATION.
V. 17 1866-67	£. 8,000	£. s. d. 21,500 - -	£. s. d. - - -	£. 13,050	This excess represents the amount paid as rewards to inventors in SMALL ARMS, not provided for in the Army Estimates, but amply covered by the surplus on the Supplementary Estimate, the amount of which was added to the sum provided for in the ordinary Army Estimates under Vote 13 (<i>vide</i> the Appropriation Act for the Session 1866).
" 1867-68	22,800	21,750 - -	1,050 - -	- - -	Inventions were not submitted for the consideration of the Secretary of State for War to the extent contemplated; hence the reason of this saving.
" 1868-69	6,500	13,350 - -	- - -	6,850	This excess represents part of the award to Major Palliser, which amounted to 7,500 £., the difference between which and the 6,850 £., being a sum not allotted in consequence of the inventions submitted for approval not warranting the full expenditure. The expenditure above referred to was sanctioned by the Lords Commissioners of Her Majesty's Treasury in letter dated 23rd February 1869.
" 1869-70	13,000	13,000 - -	- - -	- - -	
V. 15 1870-71	4,550	4,430 11 1	119 8 11	- - -	This surplus is a liability of the year 1870-71, which came into course of payment subsequently to 1st April 1871.
" 1871-72	10,600	10,000 - -	- - -	30	This variation between expenditure and Estimate is merely a liability contracted in course of the year 1870-71, not discharged until after 1st April 1871.
" 1872-73	15,000	8,170 - -	6,830 - -	- - -	This surplus is attributable to the non-acceptance by Mr. Martini and the representatives of Mr. Peabody of the rewards which had been granted to them in respect of the new breech-loading rifle.

"	1873-74	-	1,500	825	-	675	-	-	-	This surplus has partly arisen from a liability which came into course of payment after the 31st March 1874, and partly to certain rewards still under consideration of the Secretary of State.
"	1874-75	-	1,500	1,250	-	250	-	-	-	This surplus is owing to certain claims of inventors remaining still in abeyance at the end of the financial year.
"	1875-76	-	6,000	5,125	-	875	-	-	-	This surplus is owing to certain claims of inventors remaining in abeyance at the end of the year.
"	1876-77	-	2,500	1,810	-	690	-	-	-	This surplus has arisen from certain claims having been provided for in the Estimates, which were afterwards rejected.
"	1877-78	-	1,500	-	-	1,500	-	-	-	This surplus is due to certain claims having been provided for, but which could not be disposed of within the year.
"	1878-79	-	1,000	550	-	450	-	-	-	Ditto - - - ditto - - - ditto.
"	1879-80	-	1,000	510	-	490	-	-	-	Ditto - - - ditto - - - ditto.
"	1880-81	-	1,000	5,525	-	-	-	-	4,525	Deficit, due to the settlement, with Treasury sanction, of a long-pending claim on the part of Mr. Fraser, of the Gun Factories (<i>see</i> Correspondence, Letters Nos. 186 to 189, pages 121 and 122).
"	1881-82	-	1,200	1,500	-	-	-	-	300	Deficit, caused by a payment, with Treasury sanction, on account of Mr. Henry's claim for rifle ammunition (<i>see</i> Letters Nos. 149 to 152, page 117).
"	1882-83	-	4,000	8,670	-	-	-	-	4,760	Deficit. A payment of 5,000 £. was made to Mr. Brennan for his torpedo (<i>vide</i> Letters Nos. 101 to 106, pages 107 and 108). The deficit on this Vote is met by a saving on the normal amount of Vote 12.
"	1883-84	-	2,000	1,180	8	819	11	4	-	Surplus. The claims within the year fell short of the amount estimated.
"	1884-85	-	1,200	1,155	-	45	-	-	-	Surplus. Casual variation.
"	1885-86	-	24,500	22,865	-	1,635	-	-	-	Surplus. The claims under this head were less than had been anticipated.
"	1886-87	-	37,500	37,750	-	-	-	-	250	Deficit, owing to increased expenditure for superintending the Brennan Torpedo Factory.

Appendix, No. 2.

PAPER handed in by *R. H. Knox*, C.B., 29 June 1888.DETAIL of the Item "Wages of Servants," Sub-Head D of Vote 16, Army
Estimates, 1888-89.

Nos.		Rates of Pay.	Amount Provided.
			£.
18	Servants, 6 at War Office, Pall Mall; 7 at Horse Guards, Whitehall- - - - -	One at 15 l. a year - Twelve at 14 l. a year - - - - Board wages, 12 s. a week each - -	589
1	Caretaker (Winchester House, St. James'-square -	- - - -	52
*48	Charwomen employed at Pall Mall; Horse Guards, Whitehall; Queen Anne's Gate; Spring Gardens; Winchester House, and Victoria-street - - - - -	Forty-four at 12 s. a week - - - - Three at 30 l. a year One at 2 s. a week -	1,468
12	Coal porters employed during seven or eight months in the year.	Rates varying from 4 s. to 7 s. 6 d. a week.	107
4	Coal heavers employed during seven or eight months in the year.	6 s. a week - -	36
-	Extra pay to men employed as lamp men - -	5 s. and 6 s. a week -	25
1	Tower labourer - - - - -	22 s. a week - -	57
1	Workman writer - - - - -	34 s. a week - -	88
-	Extra pay to men employed as night watchman at Queen Anne's Gate.	10 s. a week - -	26
	Servants' Allowance:		
	To officekeeper, Pall Mall - - - -	40 l. a year - -	70
	To resident messenger, Victoria-street - -	30 l. a year - -	
80		£.	2,518

* The charwomen are employed in seven different buildings, in which there are nearly 300 occupied rooms.

Appendix, No. 3.

PAPER handed in by Mr. R. H. Knox, C.B.

Actuaries' Report, No. 378.

RETIRED PAY UNDER AND OVER SIXTY.

NORMAL Annual Charge for the Retired Pay and Half-pay of Officers, showing separately the Amounts payable on British Estimates for Officers under and Officers over the Age of 60.

	Total Charge for Non- Effective.	As shown in Actuaries' Report, No.	British Share of the Non-Effective Charge.			Percentages.	
			TOTAL.	For Officers under 60 Years of Age.	For Officers over 60 Years of Age.	Under 60.	Over 60.
	£.	£.	£.	£.	£.		
Cavalry - - - - -	119,787*	356	81,060	31,520	49,540	38·9	61·1
Artillery - - - - -	322,363*		213,600	84,350	129,250	39·5	60·5
Engineers (British side) - -	113,503*		113,503	40,827	72,676	36·0	64·0
Foot Guards - - - - -	31,028*		31,028	12,645	18,383	40·8	59·2
Infantry - - - - -	702,876*		449,400	192,800	256,600	42·9	57·1
Chaplains - - - - -	12,336	360	12,336	2,384	9,952	19·3	80·7
Commissariat and Transport -	50,595	366	45,300	15,190	30,110	33·5	66·5
Medical Department - -	257,591 {	358 and 366	163,295	60,190	94,105	42·4	57·6
Ordnance Store - -	23,042	374†	20,760	5,040	15,720	24·3	75·7
Pay Department - - -	74,060	366	54,780	6,488	48,292	11·9	88·1
Veterinary Department - -	17,940		9,499	2,508	6,991	26·4	73·6
Quartermasters and Riding- masters.	90,538		77,910	20,530	57,380	26·3	73·7
TOTAL - - -	1,815,649	—	1,272,471	483,472	788,999	38·0	62·0

* These sums include, besides Retired pay, the following amounts for the Half-pay of General Officers unemployed :

	£.
Cavalry - - - - -	4,397
Artillery - - - - -	10,000
Engineers - - - - -	5,950
Foot Guards - - - - -	1,047
Infantry - - - - -	20,106
TOTAL - - -	£. 41,500

† The figures in the Actuaries' Report, No. 374 (27,123 l.), includes 4,080 l. for Quartermasters, who are shown in this Report separately below.

War Office, 28 May 1888.

J. G. Ashley.

Appendix No. 4.

PAPER handed in by Mr. *R. H. Knox*, C.B.

Actuaries' Report, No. 366

CHARGES FOR RETIRED PAY OF OFFICERS.

(Normal.)

Interest of Money 3 per cent.

In the table on the next page the several columns have the following signification:—

- (A.)—Shows the normal charge, allowing for Voluntary Retirement at its recent intensity, for the Retired Pay as taken in the Estimates under existing arrangements.
 - (B.)—Shows the proportion of (A.) chargeable to British Funds.
 - (C.)—Shows the yearly sums which would be required if an annuity equal to his Retired Pay were bought for each officer at the time he retires.
 - (D.)—Shows the proportion of (C.) which would be payable from British Funds.
 - (E.)—Is the equivalent annual amount which would have to be taken for each Officer *serving* to secure the result shown in (C.)
 - (F.)—Shows the sum which would be required yearly if an endowment to meet future Retired Pay were paid into a fund at interest on each Officer's first appointment.
 - (G.)—The proportion of (F.) payable by Great Britain.
 - (H.)—The annual value to an officer during his term of service of the retirement which the State provides for the survivors.
 - (I.)—Total annual charge under the endowment System (F.)
 - (K.)—British share of (I.)
-

OFFICERS ONLY.

	(A.) Charge on Estimates.	(B.) British Charge on Estimates.	(C.) Cost of Annuities equal to Retired Pay.	(D.) British Share of (C.)	(E.)* (C.) taken as Head- money on all Officers serving.	(F.) Endowment on Officer's First Appointment to secure his Retired Pay.	(G.) British Share of (F.)	(H.)† Approximate Value during Service to every Officer of his future Retired Pay.	(I.) Total Charge under (F.)	(K.) British Share of (I.)
Arm of the Service.	£.	£.	£.	£.	£.	£.	£.	£.	£.	£.
Cavalry - - - - -	115,390	78,070	78,901	52,980	96	596	403	51	38,005	22,330
Artillery - - - - -	312,353	207,000	208,923	138,500	132	1,263	837	77	87,973	58,380
Engineers (British side) - - -	107,553	10,553	73,877	73,877	150	1,076	1,076	63	21,829	21,829
Foot Guards - - - - -	29,981	29,981	20,008	20,008	90	533	533	48	8,650	8,650
Infantry - - - - -	682,770	436,600	481,119	307,600	114	632	398	56	163,690	123,900
Chaplains - - - - -	12,386	12,386	8,576	8,576	100	914	914	64	4,120	4,120
Commissariat - - - - -	50,595	45,300	34,125	30,660	131	1,284	1,149	78	14,440	12,930
Medical - - - - -	257,591	163,395	175,863	111,500	192	1,682	1,066	122	85,064	53,930
Ordnance Store - - - - -	26,219	23,630	17,991	16,220	128	1,256	1,132	73	7,173	6,408
Pay - - - - -	74,060	54,780	53,400	39,500	95	941	696	48	17,404	12,870
Veterinary - - - - -	17,940	,499	12,691	6,719	107	1,030	545	61	5,109	2,706
Quartermasters and Riding-Masters (average).	90,538	77,910	63,988	55,365	119	1,139	989	88	36,877	32,034
TOTAL - - - - -	1,777,326	1,245,954	1,228,862	861,435	--	--	--	--	515,324	360,044

* (E.) spent each year for every officer serving would purchase all the retired pay granted each year, and beginning at once.
† (H.) is (approximately) the sum which if laid by every year for each officer serving, and accumulated at 3 per cent. until the date of his retirement, would, taking one case with another, amount, at that time, to the sum shown under (E.) (E.) is devoted immediately to the purchase of the annuity. (H.) is an annual premium, which accumulates.

War Office,
2 September 1887.

Denham Robinson.
J. G. Ashley.

Appendix, No. 5.

PAPER handed in by Mr. *Denham Robinson*.

Actuaries' Report, No. 356.

REPORT on the Normal Effect of the ROYAL WARRANT of the 31st December 1886
on PROMOTION and RETIREMENT of COMBATANT OFFICERS.

1. THE changes effected by the Royal Warrant which are common to all Arms are as follows:—

- (a.) Subalterns are divided into the two ranks of Lieutenant and Second Lieutenant; and in the Artillery and Engineers services as Second Lieutenant is fixed at three years, the number in the rank in those arms being variable.
- (b.) Captains instead of being retired compulsorily at the age of 40, are permitted to serve till the age of 45 years ; but retirement is then made absolute.
- (c.) The seconding of Majors ceases. When a Major is appointed to an extra-regimental appointment, a Captain is to be added to the Corps. If the Major thus employed extra-regimentally return to his regiment, the junior Captain will become supernumerary. The effect of this change will be, that the Majors will constitute a fixed body instead of one of fluctuating strength.
- (d.) Heretofore, a Major on completing seven years' service as substantive Major, or on reaching the age of 48 years, was removed from his regiment and promoted to an unattached Lieutenant Colonelcy. Under the new Warrant, reaching the age of 48 years is the sole ground for the removal of a Major from his regiment; but the removal is absolute retirement as Major on 300 *l.* a year. Retirement on 300 *l.* a year after seven years' service as Major remains available as optional retirement.
- (e.) Hitherto four years' service as a Lieutenant Colonel, otherwise than in command of a Company, gave the Officer the rank of Colonel, with potential succession to the establishment of General Officers. Henceforth the rank of Colonel can only be obtained substantively by the selection of a Lieutenant Colonel (of three years' service as such) for one out of a specific list of appointments. For distinguished service the brevet rank of Colonel may be granted, and a Brevet Colonel will continue eligible for employment in any appointment open to his lower substantive rank.
- (f.) A Lieutenant Colonel not selected for the rank of Colonel will retire on 420 *l.* a-year (or 450 *l.* in the Artillery or Engineers) on completion of his prescribed service as Lieutenant Colonel.
- (g.) A Colonel will retire at 55 years of age on 420 *l.* or 450 *l.* a-year.
- (h.) Major Generals will be selected from the Colonels.
- (i.) The terms of paid retirement under 20 years' service have been for a Lieutenant, Captain, or Major:—

After 12 years' service a gratuity of	-	-	-	£.
" 15 "	-	-	-	1,200
" 18 "	-	-	-	1,600
" 18 "	-	-	-	2,000

In

In future the gratuity of 1,200 *l.* will be restricted to Lieutenants of 12 years' service ; for Captains and Majors (and for Lieutenants eligible by service, should there be any), the only retirement under 20 years' service will be an annuity of 120 *l.* after 15 or more years' service.

There are other changes peculiar to the several Arms, which will be stated when they are treated of.

VOLUNTARY RETIREMENT.

2. In the following calculations voluntary retirement has been carefully taken into account. In previous years it has not been the custom to reckon upon voluntary retirement as a very important factor in determining promotion ; but the experience of the working of the Warrant of 1877, which first introduced paid retirement at low ages, has abundantly shown that there is a great tendency to quit the Army at low ages, increasing the number of entrants required, and diminishing the number who come on ultimately for high rates of retired pay.

The experience of the last six years as to voluntary retirement is shown in the annexed table. The figures are percentages on the number serving in each year of service, that is—of 100 Officers who entered a given year of service, the number stated voluntarily quitted active service, with or without payment according to length of service.

PERCENTAGE of VOLUNTARY WITHDRAWAL from the ARMY in each of the first 28 Years of Service.

[These rates do not include withdrawal for service in an Army Department, but to include dismissal or cashiering.]

Completed Years of Service.		Cavalry.	Foot Guards.	Infantry.	Artillery.	Engineers.
Without payment -	{ 0	3.3	2.4	.7	—	.6
	1	1.5	3.5	.8	.4	—
	2	4.2	2.7	1.6	1.1	—
	3	4.9	7.5	1.9	.2	—
	4	4.	9.1	1.7	.7	—
	5	7.3	7.9	2.2	.8	—
	6	8.	5.1	1.7	.8	—
	7	8.1	3.6	2.1	.6	—
	8	3.2	6.5	2.4	.9	5.4
	9	3.6	—	2.1	.6	—
	10	5.6	10.	2.4	.6	—
	11	5.3	8.3	1.2	—	—
1,200 <i>l.</i> gratuity -	{ 12	8.7	7.4	4.1	3.8	1.4
	13	3.6	5.4	3.6	1.7	1.1
	14	6.1	3.6	2.	.5	.6
1,600 <i>l.</i> gratuity -	{ 15	5.	3.9	4.1	2.6	2.5
	16	4.5	14.9	5.7	2.4	.8
	17	4.8	2.9	2.4	1.1	2.9
2,000 <i>l.</i> gratuity -	{ 18	4.6	8.6	4.5	3.4	1.9
	19	2.6	6.7	4.2	1.8	2.6
200 <i>l.</i> a year -	{ 20	7.6	5.3	9.4	7.3	1.9
	21	1.3	12.5	9.4	5.2	.9
	22	1.5	—	6.1	—	2.9
250 <i>l.</i> a year -	{ 23	13.8	—	8.3	13.8	4.2
	24	4.	—	6.3	5.9	—
	25	2.4	—	5.6	1.2	1.8
	26	3.6	8.3	6.9	4.6	—
300 <i>l.</i> a year -	27	4.5	—	5.1	5.4	—

It will be observed in the foregoing tablet that voluntary retirement was small in the years immediately preceding points at which a considerable increase of retirement was obtainable, and then rose greatly at those periods, *e. g.*, 12, 20, and 23 years.

3. With regard to the future, it is improbable that there will be many Officers still Lieutenants at 12 years' service who could claim the gratuity. It has therefore, been ignored.

For other officers, the temptation of holding on for the gratuity at 12 years' service will be removed, and at 15 years' service the temptation will be in the less immediate shape of a small annuity. Under these circumstances it seems probable that the incidence of voluntary retirement will vary somewhat.

Under five years' service it may be supposed that the gratuity after 12 years, and the annuity after 15 years' service are both too far off to have much influence; so we leave those years unaltered. From five to 10 years, voluntary retirement may be expected to increase; the chance of getting anything on going having been removed three years farther off; while the years of small departure are likely to be removed from the 11th and 12th to the 14th and 15th years of service. After 15 years' service we see no ground for any serious change. For these reasons the percentages of voluntary retirement have in these calculations been assumed at the following modified rates:—

Completed Years of Service.	Cavalry.	Foot Guards.	Infantry.	Artillery.	Engineers.
0	3.3	2.4	.7	—	.6
1	1.5	3.5	.8	.4	—
2	4.2	2.7	1.6	1.1	—
3	4.9	7.5	1.9	.2	—
4	4.	9.1	1.7	.7	—
5	7.3	7.9	3.	.8	—
6	8.	3.1	3.	.8	—
Without payment - 7	8.1	8.6	3.	.6	—
8	3.2	6.5	3.	.9	5.4
9	3.6	—	3.	.6	—
10	5.6	10.	3.	.6	—
11	5.3	8.3	3.	.7	—
12	5.3	7.4	3.	.8	—
13	3.6	5.4	1.5	.8	—
14	6.1	3.6	1.	—	—
15	8.5	3.8	9.3	6.9	7.1
120 £. a year - 16	4.5	14.9	5.7	1.2	.8
17	4.8	2.9	2.4	1.1	2.9
18	4.6	8.6	4.5	1.1	1.9
19	2.6	6.7	4.2	—	2.6
200 £. a year - 20	7.6	5.3	9.4	11.8	1.9
21	1.3	12.5	9.4	5.2	.9
22	1.5	—	6.1	—	2.9
23	13.8	—	8.3	13.8	4.2
250 £. a year - 24	4.	—	6.3	5.9	—
25	2.4	—	5.0	1.2	1.3
26	3.6	8.3	6.9	4.6	—
300 £. a year - 27	4.5	—	5.1	5.4	—

4. The average annual withdrawals for service in departments were as follows, during the years 1881-86:—

Completed Years of Service.	Cavalry.	Foot Guards.	Infantry.	Artillery.	Engineers.
0	—	—	—	—	—
1	—	—	—	—	—
2	—	—	—	—	—
3	—	—	—	—	—
4	—	—	—	—	—
5	.2	—	3.	—	—
6	.3	—	3.7	—	—
7	.2	—	3.7	—	—
8	.3	—	5.2	—	—
9	.3	—	4.5	—	—
10	.5	—	3.2	—	—
11	—	—	1.	—	—
12	.2	—	1.5	—	—
13	.2	—	2.	—	—
14	—	—	1.7	—	—
15	.2	—	.8	—	—
16	.2	—	1.2	—	—
17	—	—	1.2	—	—
18	—	—	2.2	—	—
19	—	—	.8	—	—
20	—	—	.7	.2	—
21	—	—	.2	—	—
23	—	—	.3	—	—

As there is no apparent reason why the new Warrant should cause any change in the number or service of officers passing to departments, we have used this factor as constant under the two Warrants ; and for purposes of calculation we have ignored the factor (as too small for serious effect) except in the Infantry.

5. Another constant is the recruitment of the Indian Staff Corps. This we have taken under both Warrants as a drain on Infantry Subalterns of 89 yearly, after two years' service.

6. It appears to us that unnecessary apprehension has been expressed at the increase of voluntary retirement. It has been felt that the non-effective charges of the Army have risen with startling rapidity ; and this result has been rightly attributed to the large amount of voluntary retirement. This charge, however, has been but an anticipation in a favourable form of a non-effective charge which must come sooner or later. Lord Penzance's Commission of 1876 very carefully arranged the grants on retirement, so that Officers retiring early should cost the country less, or, at any rate, not more than those who give the full period of service. This was done by calculating a series of *equivalent annuities* in which the reduction for earlier age takes into account, not merely the longer expectation of life of the annuitant, but also the increased number of annuitants caused by his retirement after shorter service.

The following table shows at each age the annuity or gratuity which the country can afford to pay an Officer on withdrawal, without putting itself to a greater charge than is involved in letting him complete (subject to the risks of mortality) 28 years' service and then retire on 300 *l.* a year :—

Completed Years of Service.*	Annuity, equivalent, in Cost to Public, to 300 <i>l.</i> after 28 Years' Service.	Commutation Value of Annuity, at 5 per cent.	Allowance under Royal Warrant of			
			1881.		1886.	
			Gratuity.	Annuity.	Gratuity.	Annuity.
	£.	£.	£.	£.	£.	£.
12	95	1,352	1,200	—	—	—
13	104	1,474	1,200	—	—	—
14	114	1,595	1,200	—	—	—
15	124	1,717	1,600	—	—	120
16	133	1,840	1,600	—	—	120
17	144	1,961	1,600	—	—	120
18	154	2,086	2,000	—	—	120
19	165	2,212	2,000	—	—	120
20	177	,345	—	200*	—	200*
21	190	2,482	—	200*	—	200*
22	203	2,623	—	200	—	200
23	217	2,728	—	250*	—	250*
24	232	2,915	—	250*	—	250*
25	248	3,602	—	250*	—	250*
26	264	3,210	—	250	—	250
27	282	3,359	—	250	—	250
28	300	—	—	300	—	300

Age of entry* taken as 20 years.

7. It is obviously the cheapest for the public if an officer retire without gratuity or pension, and as far as the new Warrant by restricting paid voluntary retirement to age 35 and upwards may increase this class, it is in itself an economy; but if it be granted that an officer on retirement is to be paid, then, in all cases except the five marked *, the public is a gainer by the Officer retiring instead of serving on till the age of 48.

The reason why the result is less favourable in those cases may be stated as follows:—

The rates for voluntary retirement laid down in the Warrant of 1877, as recommended by Lord Penzance's Commission, were calculated as being cheaper, or not more expensive, than retirement at age 40, as Captain, on 200 £. a year. That age was then regarded as the fulcrum, so to speak, of compulsory retirement, and the point at which it would most seriously act. While that held, every retirement on 300 £. or 420 £., or on one of the lower gratuities, represented a direct economy. When the pivot of retirement was carried up in 1881 to the Major's rank and 300 £. a year (by converting half the Captains into Majors), the conditions failed; and, though retirement on gratuities under 20 years' service continued to be economical, the voluntary retirements on 200 £., 250 £., and 420 £. ceased to be so.

In order to secure that voluntary retirement, in itself desirable, may not without detriment to the public purse, we think that the rates for retirement at from 20 to 25 years' service ought to be revised, so far as vested interests permit. The following rates would be safe:—

	£.
After 20 years - - - - -	150
„ 21 „ - - - - -	170
„ 22 „ - - - - -	190
„ 23 „ - - - - -	210
„ 24 „ - - - - -	230
„ 25 „ - - - - -	250*

8. It will be seen from the table in § 6 that the public is in a pecuniary sense a gainer by Officers retiring under 20 years' service; that is to say, if a capital were created by loan out of which to pay for the retirement of a given body of Officers, they would require a smaller capital if they retired before completing 20 years' service than if they continued to serve for a longer period. On the other hand, it must be for the good of the Army to have young Officers; and also to avoid the necessity of heavy compulsory retirement for Majors and Lieutenant Colonels in order to reduce the number continuing to serve to the small dimensions of the General Officers' List. It must likewise be to the advantage of the country to have a large body of gentlemen in the prime of life who have had military training. So long, then, as there is a plentiful supply of candidates for commissions, we submit that voluntary retirement should by all means be encouraged rather than discouraged.

CAVALRY, FOOT GUARDS, AND INFANTRY.

9. In addition to the changes common to all Arms shown in § 1, the following apply specially to the Cavalry, Foot Guards, and Infantry:—

- (k.) One of the two Lieutenant Colonels will be reduced in each regiment of Cavalry or battalion of Infantry; the remaining Lieutenant Colonel will be appointed for four years' command, subject only to promotion or retirement on account of age.
- (l.) The Senior Major in each regiment or battalion will be relieved from company duty and will act as second in command, with extra pay of 1 s. a day. The present higher rate of Major's pay will be attained after two instead of three years service as Major.

(m.) A Captain

* There would be a trifling loss of 2 £. a year at this age.

(m.) A Captain will be added to each regiment of Cavalry or battalion of Infantry in lieu of the Lieutenant Colonel reduced.

(n.) Subalterns will be divided by establishment as follows:—

	Cavalry.	Foot Guards.	Infantry.
Lieutenants - - -	249	70	1,340
Second Lieutenants - -	127	66	884

ROYAL ARTILLERY.

10. The changes peculiar to the Royal Artillery are:—

- (a) A reduction of 24 Lieutenant Colonels.
- (b.) The reduction of Majors to a fixed number of 271, which would include a certain number of Majors supernumerary to those required for strictly regimental duties.
- (c.) The addition to the Captains of the number subtracted from the Majors.
- (d.) Four of the appointments hitherto held by Colonels will become Major Generals' appointments; and the employment for General Officers will stand as follows:—

	System of 1881.	System of 1886.
Lieutenant Generals - - -	2	2
Major Generals - - -	5	10
TOTAL - - -	7	12

There is also an addition of 81 to the subalterns; but this would have apparently taken place equally under the old Warrant. It has therefore been treated as common to both systems.

ROYAL ENGINEERS.

11. The future condition of service for the Royal Engineers is, that the corps shall practically bifurcate into two divisions, the British and the Indian, which are to have promotion *pari passu* up to the rank of Lieutenant Colonel, but (except for occasional exchanges) are to be quite separate as regards pay and retired pay. The normal Indian Establishment is to consist of 350 Officers of all ranks from Second Lieutenant up to Colonel, that is, of all Officers from the completion of two years' service (the period of instruction at Chatham) till 55 years of age, and irrespective of whether they are nominally retired from the corps under British rules at 48 years of age as Major, or after five years' vice as Lieutenant Colonel. The Indian Establishment will comprise such a number in each rank as will be involved in the *pari passu* promotion with the British half of the corps. In addition to the 350 Officers, it will also include the requisite number of Second Lieutenants under instruction during their first two years of service at Chatham.

12. The British Establishment will consist of 410 Officers below the rank of Lieutenant Colonel, as many of the 90 Lieutenant Colonels as are not required under the conditions stated in § 11 for the Indian side, and 15 Colonels employed as such.

13. As regards General Officers, it is not anticipated that any of the Indian side will care to take Major General's half-pay of 500 *l.* a year, when the large Indian pension at the age of 55 is open to them. Consequently the whole establishment of 17 General Officers will be open to the British side.

14. It is estimated that there will be employment for three Generals or Lieutenant Generals and three Major Generals.

15. The other conditions of service are that the Majors, Captains, and Subalterns shall be in the following proportion, as laid down in Lord Penzance's Report :—

Majors	-	-	-	-	-	-	-	-	-	143
Captains	-	-	-	-	-	-	-	-	-	198
Subalterns	-	-	-	-	-	-	-	-	-	361
										<hr/> 702

or if those proportions fail to give the following promotion, viz :—

To Captain, after 11 years' service,

To Major, after 20 years' service,

that there shall be time promotion. That Lieutenant Colonels shall serve as such for five years, and that retirement of Colonels shall be compulsory at 55 years of age.

16. The above conditions, though of recent date, are common to the old and the new Warrant.

17. We find that the promotion at time-periods would give an establishment of Majors, Captains, and Subalterns inferior as regards Majors, and superior as regards Captains, to the proportions shown above. We have, therefore, altered the number of Majors according to that standard.

18. The following will be the number of Officers on full pay :—

	British side.		Indian side.		Total.	
	Old Warrant.	New Warrant.	Old Warrant.	New Warrant.	Old Warrant.	New Warrant.
Colonels - - - -	15	15	—	—	15	15
Officers who have served five years as Lieutenant Colonel.	—	—	62	31	62	31
Lieutenant-Colonels - -	64	51	43	39	107	90
Majors - - - -	83	83	57	63	140	146
Captains - - - -	116	120	75	91	191	211
Lieutenants - - -	211	147	113	111	354	258
In India - - -						
At Chatham - -			30			
Second Lieutenants - -	—	60	—		—	105
In India - - -	—		—	15		
At Chatham - -	—		—	30		
	489	476	380	380	869	856

NUMBER OF OFFICERS.

19. The number of Officers at the time the new Warrant came into operation may be stated as follows:—

	Cavalry (including Household Brigade).	Foot Guards.	Infantry.	Artillery.	Engineers.*
<i>Lieutenant Colonels—</i>					
Establishment - - - - -	62	7†	286	106	} 169
Extra-Regimental - - - - -	1.5	.5	10	10	
	63.5	7.5	296	116	169
<i>Majors—</i>					
Establishment - - - - -	93	28	574	223	} 140
Seconded - - - - -	17	—	256	93	
	110	28	830	316	140
<i>Captains—</i>					
Establishment - - - - -	148	31	720	239	} 191
Seconded - - - - -	30	3	206	140	
Adjutants - - - - -	17	6	74	6	
	195	40	1,000	385	191
<i>Lieutenants—</i>					
Establishment - - - - -	362	126	2,193	665	} 354
Seconded - - - - -	5	8	44	57	
Adjutants - - - - -	14	4	69	—	
	381	138	2,306	722	354
Total Officers - - -	752	213.5	4,432	1,539	854

20. The numbers, as re-arranged under the new Warrant and establishment, would be—

	Cavalry (including Household Brigade.)	Foot Guards.	Infantry.	Artillery.	Engineers.*
<i>Lieutenant Colonels—</i>					
Establishment - - - - -	31	7	145	82	} 121
Extra-Regimental - - - - -	1.5	.5	10	10	
	32.5	7.5	155	92	121
<i>Majors - - - - -</i>	100	28	522	270	146
<i>Captains—</i>					
Establishments - - - - -	155	31	722	239	} 211
Seconded - - - - -	30	3	206	140	
Previous Seconded Majors - - - - -	17	—	256	46	
Added in lieu of Second Lieutenant Colonels.	31	—	113	—	
Adjutants - - - - -	17	6	74	6	} 211
	250	40	1,453	431	
<i>Lieutenants—</i>					
Establishment - - - - -	249	70	1,340	} 722	} 363
Seconded - - - - -	5	8	44		
Adjutants - - - - -	14	4	69		
	268	82	1,401	} 722	} 363
<i>Second Lieutenants—</i>					
Establishment - - - - -	127	56	884	} 1,515	} 841
Total Officers - - -	777.5	213.5	4,475		

* For detail of these numbers and how they are divided between the British and Indian Sections of the Corps, see § 18.

† The Lieutenant Colonels commanding the regiments are omitted; the position being regarded as Colonels' appointments for the purposes of this calculation.

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THE COURSE OF PROMOTION.

21. *To the rank of Major.*—The Warrant of 1877, when introducing compulsory retirement, limited service in the substantive rank of Major to seven years, provided the Officer had then served 27 years in all. The number of Majors, compared to that of Captains, was then small, so small, indeed, that the Majors would not have sufficed to afford promotion to all the Captains, and compulsory retirement of Captains at the age of 40 would have ensued. Under these circumstances, there was no difficulty in Majors serving in all arms up to, or nearly up to, the period for compulsory retirement.

To alleviate the condition of Captains, the Warrant of 1881 made great changes, the results of some of which were hardly foreseen. The Majors were, roughly, doubled, and the Captains halved; the limit of seven years as Major was adhered to, but the proviso as to a total service of 27 years was withdrawn. The net result was, that the rank of Major had to be kept full from a rank scarcely larger than itself, and that the tenure of it was limited to seven years. The only possible condition was, that service as Lieutenant and Captain, taken together, should, on the average, be so short that the body should have a top line broad enough to supply the necessary base line of the Majors. Allowing for the intensity of voluntary retirement which obtains, promotion under the 1881 Warrant to the rank of Major would have come to the following period :—

Cavalry	-	-	-	-	-	-	after 16½ years' service.
Foot Guards	-	-	-	-	-	-	„ 16½ „ „
Infantry	-	-	-	-	-	-	„ 14½ „ „
Artillery	-	-	-	-	-	-	„ 17 „ „
Engineers	-	-	-	-	-	-	„ 16½ „ „

Though relics of older systems rather delayed this result, the average promotion of 1885 was (except in the Engineers) not very far behind the rate here indicated.

22. *To the rank of Lieutenant Colonel.*—The upper limit of service as Majors would have been—

Cavalry	-	-	-	-	-	-	23½ years' service.
Foot Guards	-	-	-	-	-	-	23½ „ „
Infantry	-	-	-	-	-	-	21½ „ „
Artillery	-	-	-	-	-	-	24 „ „
Engineers	-	-	-	-	-	-	23½ „ „

In the Cavalry, the Lieutenant Colonels were to the Majors as 2 to 3, and in the Engineers they actually exceeded them, while in the Infantry and Artillery they were only 3 to 8, and in the Foot Guards only 1 to 4. It resulted that in the Cavalry and Engineers there would have been promotion for all the Majors who come to the top of their rank; but in the other arms there would have been so strong a competition for the prizes of the Lieutenant Colonel's rank, with subsequent chance of Colonel's employment that appointment to it would have been postponed (except, perhaps, in the Artillery) to the latest period allowed by the Warrant, a stratum of half-pay Lieutenant Colonels intervening between the regimental Lieutenant Colonels and the Majors, in the hope of being selected for regimental or staff duty.

23. *To the rank of General Officer.*—The Artillery and Engineers have their separate establishments of General Officers, and call for no special remark; but the Cavalry, Foot Guards, and Infantry have a common establishment of General Officers to which promotion is made, practically by seniority, from a list of Colonels common to the three arms. If a Colonel reaches the age of 55 he is shut out from promotion and has to retire. Four years' service as a Lieutenant Colonel gave, under the Warrant of 1881, the rank of Colonel, and two years after attaining it in the Cavalry or Infantry, or one year in the Foot Guards, the Officer passed to half-pay unless employed as a Colonel.

For the reasons shown in § 22 the service after which the rank of Colonel would be attained would be as follows, or, the age of entry being taken as 20 :—

Cavalry	-	-	-	-	-	27½ years' service, or age 47½
Foot Guards	-	-	-	-	30	„ „ „ 50
Infantry	-	-	-	-	28	„ „ „ 48

Compulsory retirement taking place at 55 years of age, the Foot Guards' Colonel would be limited to five years' service in the rank; whereas the Colonels of Cavalry and Infantry, having reached the rank at a younger age, would still have 2½ years and 2 years

years respectively before they would be forced to retire as Colonel from the competition for the rank of Major General. The vacancies in a year for General Officer being of necessity much fewer than the Colonels who annually complete their 55th year of age, those who do not secure vacancies in one year will have been retired before the next vacancies come round, while those who are of less age, though in the same year of seniority as Colonel, can remain at the top of the list of Colonels ready to take the vacancies which next offer. Thus the Officers who became Colonels *youngest* had, under the Warrant of 1881, the best chance of becoming Major General. All the Cavalry Officers had in this manner the rank of Major General open to them, with its potential employment, and even though but few could expect employment as Colonel, it was worth more to remain five years on half-pay as Colonel and then become a General Officer, than to accept immediate retirement on 420 *l.* a year.

In practice it would have resulted that *all* Colonels of Cavalry would have obtained promotion, while the Infantry first and Foot Guards afterwards would only have had whatever vacancies the Cavalry left. The Infantry Colonel being two years younger than the Foot Guards' Colonel of the same seniority, all Infantry claims would have to be met before a Guards Colonel could be promoted; and practically he would have been excluded from promotion. The establishment of General Officers would, in the normal, have been thus divided—

	General.	Lieut. General.	Major General.	TOTAL.
Cavalry - - - -	4.9	14.2	35.5	54.6
Foot Guards - - -	—	—	—	—
Infantry - - - -	2.1	7.8	29.5	39.4
	7.0	22.0	65.0	94.0

Reduced to a percentage the General Officers would have stood thus—

Cavalry - - - - -	58
Foot Guards - - - - -	—
Infantry - - - - -	42
	<u>100</u>

although if based on the number of Lieutenant Colonels of each arm the proportion should have been—

Cavalry - - - - -	17
Foot Guards - - - - -	2
Infantry - - - - -	81
	<u>100</u>

24. The disastrous results shown in § 23 had not had time to develop, and their full effect had been retarded by the fact that the Cavalry Colonels had still large pecuniary stakes in their Commissions, a remnant of the Purchase System, which made many anxious to realise when they had served their time as regimental Lieutenant Colonels. Nevertheless the tendency was surely in the direction indicated.

25. Under the Warrant of 1886, with the consequent variations of establishment, all danger of this unfair appropriation of the General Officers' establishment had ceased. The proportion borne by the Majors to the Captains has been so decreased that the Majors (*the limit of seven years in the rank being removed*) will serve till close upon the age of 48 in the three arms. Promotion will be slower; but each arm will secure its fair proportion of the successions to the rank of Major-General.

COLONELCIES.

26. The Staff positions, appointment to which will, under the Warrant of 1886, give promotion to the rank of Colonel are taken as :—

	Cavalry, Foot Guards, and Infantry.	Artillery.	Engineer.
Colonelcies - - -	122	42	15

27. Regarding these Colonelcies of the Guards and Line as apportioned to each arm according to the number of regimental Lieutenant Colonels in each arm ; and the staff Lieutenant Colonelcies according to the number of Regimental Majors in each arm, we have the following appropriations :—

	Colonelcies.	Lient. Colonelcies.
Cavalry - - - - -	21	} 2*
Foot Guards - - - - -	5	
Infantry - - - - -	96	10
	122	12

* i.e., of 4 appointments, 3 should fall to Cavalry, and 1 to Foot Guards.

PROMOTION.

28. The normal rate of promotion to be obtained under the respective Warrants would be :—

	Cavalry.		Foot Guards.		Infantry.		Artillery.		Engineers.	
	Warrant of 1881.	Warrant of 1886.	Warrant of 1881.	Warrant of 1886.	Warrant of 1881.	Warrant of 1886.	Warrant of 1881.	Warrant of 1886.	Warrant of 1886.	Warrant of 1881.
Service on attaining rank of :	Yrs.	Yrs.	Yrs.	Yrs.	Yrs.	Yrs.	Yrs.	Yrs.	Yrs.	Yrs.
Lieutenant - - - -	-	2½	-	3½	-	2½	-	3	-	3
Captain - - - -	8½	9	10½	11½	8½	9½	10½	11½	10	11
Major - - - -	16½	20	16½	19	14½	19½	17	19½	16½	18½
Lieutenant Colonel (regi- mental)	23½	28	26	28	24	28	24	28	21½	25½
Colonel (employed) - -	29½*	32	30	32	30*	32	30*	32	30*	30½
Major General - - -	34½	35	-	35	35	35	35	3	35	35

* That is Colonel *for duty* ; the brevet rank of Colonel would have been reached two years' previously in Cavalry, Infantry, and Artillery, and 4½ years' previously in Engineers.

PROPORTIONS of RANKS.

29. As regards the proportions between the different regimental ranks, the present and proposed numbers compare thus in the several arms :—

	Cavalry.		Foot Guards.		Infantry.		Artillery.		British Engineers.	
	Warrant, 1881.	Warrant, 1886.	Warrant, 1881.	Warrant, 1886.	Warrant, 1881.	Warrant, 1886.	Warrant, 1881.	Warrant, 1886.	Warrant, 1881.	Warrant, 1886.
Lieutenant Colonels - - -	88	42	59	59	67	35	76	61	198	144
Majors - - - - -	146	129	128	128	187	130	205	178	164	173
Captains - - - - -	259	321	183	183	226	313	250	284	224	251
Lieutenants - - - -	507	345	630	374	520	325	469	341	414	307
Second Lieutenants - - -	-	163	-	256	-	197	-	136	-	125
	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000

COMPULSORY RETIREMENT.

30. The compulsory retirement each year would be :—

	Cavalry.		Foot Guards.		Infantry.		Artillery.		British Engineers.	
	Warrant, 1881.	Warrant, 1886.	Warrant, 1881.	Warrant, 1886.	Warrant, 1881.	Warrant, 1886.	Warrant, 1881.	Warrant, 1886.	Warrant, 1881.	Warrant, 1886.
Colonels - - - - -	-	5	1	1	14	22	3	10	-	1
Lieutenant Colonels - - -	-	1	1	-	24	5	13	6	9	6
Majors - - - - -	-	1	1	1	12	9	7	3	-	-
Captains - - - - -	-	-	-	-	-	-	-	-	-	-
	-	7	3	2	50	36	23	10	9	7

PROPORTIONS PROMOTED.

31. Out of 1,000 entrants under each system, who neither pass to the Indian Staff Corps nor to Army Departments, the following would obtain higher rank :

	Cavalry.		Foot Guards.		Infantry.		Artillery.		British Engineers.	
	Warrant, 1881.	Warrant, 1886.	Warrant, 1881.	Warrant, 1886.	Warrant, 1881.	Warrant, 1886.	Warrant, 1881.	Warrant, 1886.	Warrant, 1881.	Warrant, 1886.
Enter as—										
Second Lieutenants - - -	-	1,000	-	1,000	-	1,000	-	1,000	-	1,000
Lieutenants - - - -	1,000	-	1,000	-	1,000	-	1,000	-	1,000	-
Promoted to—										
Lieutenants - - - -	-	912	-	835	-	950	-	959	-	968
Captains - - - - -	583	570	504	454	764	729	832	816	835	824
Major - - - - -	349	287	317	252	604	440	687	655	732	667
Lieutenant Colonel - - -	227	-	-	-	254	-	350	315	617	524
Lieutenant Colonel Com- manding.	194	151	120	119	206	180	-	-	-	-
Colonel (employed) - - -	79	129	60	105	85	148	106	206	136	179
Major General - - -	159	41	-	31	20	44	65	50	126	141

EFFECTIVE CHARGE.

32. The charge for Regimental Pay and Allowances would be as follows:—

British Charge.

	Cavalry.		Foot Guards.		Infantry.		Artillery.		Engineers (British).		
	Warrant, 1881.	Warrant, 1886.	Warrant, 1881.	Warrant, 1886.	Warrant, 1881.	Warrant, 1886.	Warrant, 1881.	Warrant, 1886.	Warrant, 1881.	Warrant, 1886.	
	£.	£.	£.	£.	£.	£.	£.	£.	£.	£.	
Lieutenant Colonels - - -	28,170	15,050	4,785	4,785	94,490	54,920	44,890	32,340	49,230	39,280	
Majors—											
After 3 years as such - -	20,240	-	6,832	-	107,200	-	88,310	67,790	44,960	44,960	
" 2 " " - -	-	22,062	-	10,106	-	105,542					
Under 3 " " - -	16,080	-	6,252	-	91,640	-					
" 2 " " - -	-	8,285	-	3,394	-	39,800					
Captains - - - - -	59,660	71,290	14,060	14,060	192,282	204,302	73,190	85,230	43,970	45,550	
Lieutenants—											
Over 10 years service - -	-	-	1,395	-	-	-	2,614	16,330	51,720	37,402	
" 7 " " - -	-	-	-	1,639	-	-	-	-			
" 3 " " - -	41,125	48,015	15,400	13,970	144,147	174,241	58,490	52,000			
Under 3 " " - -	26,270										8,140
Second Lieutenants - - -	-	14,800	-	9,285	-	69,280	-	21,710	-	13,730	
	191,545	180,132	56,933	57,238	720,139	708,145	291,644	276,090	189,880	180,922	

Indian Charge.

	Cavalry.		Foot Guards.		Infantry.		Artillery.		Engineers (British).	
	Warrant, 1881.	Warrant, 1886.	Warrant, 1881.	Warrant, 1886.	Warrant, 1881.	Warrant, 1886.	Warrant, 1881.	Warrant, 1886.	Warrant, 1881.	Warrant, 1886.
	£.	£.	£.	£.	£.	£.	£.	£.	£.	£.
Lieutenant Colonels - - -	25,020	14,690	-	-	123,590	75,910	33,770	33,770	-	-
Majors—										
After 3 years as such - -	15,474	-	-	-	128,100	-	76,400	76,400	-	-
" 2 " " - -	-	23,564	-	-	-	122,367				
Under 3 " " - -	10,700	-	-	-	90,140	-				
" 2 " " - -	-	7,577	-	-	-	38,280				
Captains - - - - -	22,235	36,395	-	-	136,936	197,016	63,130	63,130	-	-
Lieutenants—										
Over 10 years' service - -	-	-	-	-	-	-	2,043	8,185	-	-
" 3 " " - -	23,108	29,148	-	-	134,408	121,812	50,100	45,940	-	-
Under 3 " " - -	13,500	-	-	-	75,630	-	19,300	-	-	-
Second Lieutenants - - -	-	19,500	-	-	-	86,000	-	17,680	-	-
	110,037	130,934	-	-	688,804	641,385	244,743	245,105	-	-

NON-EFFECTIVE CHARGE.

33. The maximum non-effective charge would be—

	Cavalry.		Foot Guards.		Infantry.		Artillery.		Engineers (British).	
	Warrant, 1881.	Warrant, 1886.	Warrant, 1881.	Warrant, 1886.	Warrant, 1881.	Warrant, 1886.	Warrant, 1881.	Warrant, 1886.	Warrant, 1881.	Warrant, 1886.
	£.	£.	£.	£.	£.	£.	£.	£.	£.	£.
Retired Colonels - - -	-	35,540	7,261	8,459	103,000	162,500	20,640	84,160	157	4,411
Retired Lieutenant Colonels or half-pay Colonels.	17,243	6,334	8,233	1,021	416,326	42,090	159,131	55,860	103,282	59,070
Retired Majors half-pay Lieu- tenant Colonels.	23,018	33,360	14,306	10,566	234,311	273,770	129,890	123,830	10,587	9,447
Retired Captains - - -	8,426	17,670	3,219	5,771	17,609	124,480	8,638	19,720	1,607	7,146
	48,687	97,904	33,019	25,817	771,246	602,840	318,299	283,570	115,633	80,074
The Indian share of this charge would be.	12,590	31,640	-	-	281,098	217,300	105,900	95,850	-	-
Leaving the British charge at -	36,097	66,264	33,019	25,817	490,148	385,540	212,399	187,720	115,633	80,074

34. The total charge for Regimental Pay and Allowances, for Half-pay, and for Retired Pay, would, when the maximum should be reached, stand as follows:—

[The pay of Seconded Officers and of Staff Lieutenant Colonels is assumed at regimental rates of the rank.]

		Cavalry.		Foot Guards.		Infantry.		Artillery.		Engineers (British).	
		Warrant, 1881.	Warrant, 1886.	Warrant, 1881.	Warrant, 1886.	Warrant, 1881.	Warrant, 1886.	Warrant, 1881.	Warrant, 1886.	Warrant, 1881.	Warrant, 1886.
		£.	£.	£.	£.	£.	£.	£.	£.	£.	£.
Effective Pay and Allow- ances.	British - -	191,545	180,132	56,933	57,238	720,139	708,145	291,644	276,080	189,880	180,922
	Indian - -	110,037	130,934	-	-	688,804	641,385	244,743	245,105	-	-
Total - - -		301,582	311,066	56,933	57,238	1,408,943	1,349,530	536,387	521,185	189,880	180,922
Half-pay	General Officers	12,916	4,397	-	1,047	11,983	20,106	12,500	10,000	9,950	5,950
	Colonels - -	5,580	-	-	-	-	-	1,731	-	2,197	-
	Regimental Ranks.	-	-	1,060	-	33,440	-	-	-	-	-
	Total - - -	18,496	4,397	1,060	1,047	45,423	20,106	14,231	10,000	8,147	5,950
Retired pay	General Officers	80,000	17,486	-	4,164	37,570	79,930	45,041	28,783	27,479	27,479
	Colonels - -	-	35,540	7,261	8,459	103,000	162,500	21,640	84,160	157	4,411
	Regimental Ranks.	43,107	62,364	24,698	17,358	634,806	440,340	295,928	199,410	113,279	75,663
	Total - - -	123,107	115,390	31,959	29,981	775,376	682,770	361,609	312,353	149,915	107,553
Non-effective Charge.	Total - - -	141,603	119,787	33,019	31,028	820,799	702,876	375,840	322,353	149,062	113,503
	British - -	104,993	81,057	33,019	31,028	521,600	449,476	250,840	213,553	149,062	113,503
	Indian - -	36,610	38,730	-	-	299,199	253,400	125,000	108,800	-	-
TOTAL Effective and Non- effective.		443,185	430,843	80,952	88,266	2,229,742	2,052,406	912,227	843,548	338,942	294,425

PROSPECTS OF OFFICERS.

35. The average present values of their future prospects to *all Officers* actually serving at the several periods of service, would be:—

	Cavalry.		Foot Guards.		Infantry.		Artillery.		Engineers (British).	
	Warrant, 1881.	Warrant, 1886.	Warrant, 1881.	Warrant, 1886.	Warrant, 1881.	Warrant, 1886.	Warrant, 1881.	Warrant, 1886.	Warrant, 1881.	Warrant, 1886.
	£.	£.	£.	£.	£.	£.	£.	£.	£.	£.
On entrance - - - -	4,097	3,841	2,561	2,503	4,089	3,891	5,244	5,128	3,176	6,101
After 10 years' service - -	6,339	5,564	3,950	3,987	5,392	5,174	6,418	6,230	7,670	7,536
„ 20 „ - - -	9,541	7,850	5,869	7,148	6,240	6,761	6,674	6,805	8,401	8,857
„ 30 „ - - -	11,050	8,389	6,463	7,952	7,818	8,185	8,913	7,622	10,900	8,123
„ 35 „ - - -	12,090	11,790	-	11,790	11,620	11,790	9,528	11,190	11,610	11,610

It may be proper here to remark that a large increase of income late in life would produce only a small addition to the present value on entrance, discount of money and the chances of mortality and voluntary retirement reducing its value as the distance increases.

36. The present value shown in § 35, afford an absolute comparison of the value of the prospects *on entrance* into the several arms; but as regards the prospects at later periods, though useful for comparing prospects in the several arms at the same ages, they do not afford, as regards entrants, means of comparing one arm with another, or even the new Warrant with the old, for in every case the proportion of the original entrants coming up to enjoy the later present value would vary.

The following table is intended to make the present values available for purposes of comparison, by reducing each of the later values in proportion to the diminished number of Officers who complete the several periods of service. It therefore shows the interest which every entrant has in the later present value.

	Cavalry.		Foot Guards.		Infantry.		Artillery.		Engineers (British).	
	Warrant of 1881.	Warrant of 1886.	Warrant of 1881.	Warrant of 1886.	Warrant of 1881.	Warrant of 1886.	Warrant of 1881.	Warrant of 1886.	Warrant of 1881.	Warrant of 1881.
	£.	£.	£.	£.	£.	£.	£.	£.	£.	£.
On entrance - - - -	4,097	3,841	2,561	2,563	4,089	3,891	5,244	5,128	6,176	6,101
After 10 years' service - -	3,434	3,014	2,451	2,106	3,929	3,690	5,367	5,210	6,406	6,294
„ 20 „ - - -	2,735	2,251	1,721	1,660	2,656	2,812	4,161	4,442	5,445	5,644
„ 30 „ - - -	1,867	1,230	387	919	664	1,435	948	2,341	1,485	4,004
„ 35 „ - - -	1,897	452	-	368	240	518	621	561	1,458	1,641

37. The value of service will differ materially to the entrant according to the period up to which he will continue to serve in the Corps. This is brought out in the following table :—

Present Value on obtaining first Commission (Warrant of 1881).

	Cavalry.		Foot Guards.		Infantry.		Artillery.		Engineers.	
	Present Value.	Per-centage of Entrants affected.	Present Value.	Per-centage of Entrants affected.	Present Value.	Per-centage of Entrants affected.	Present Value.	Per-centage of Entrants affected.	Present Value.	Per-centage of Entrants affected.
To every Entrant on the average	£. 4,103	£. 100	£. 2,581	£. 100	£. 4,089	£. 100	£. 5,244	£. 100	£. 6,176	£. 100
To an Entrant who will retire compulsorily as Major.	-	-	4,032	7·8	5,243	6·4	5,511	12·8	-	-
To an Entrant who will retire compulsorily as Lieutenant Colonel.	-	-	5,555	6·6	6,141	15·2	6,416	23·9	6,819	53·
To an Entrant who will retire compulsorily as Colonel.	-	-	5,710	8·7	6,346	9·1	6,543	5·2	6,992	·1
To an Entrant who will be promoted to be a General Officer.	9,072	24·5	-	-	7,447	3·3	7,251	10·2	8,034	19·6

Present Value on obtaining first Commission (Warrant of 1886).

	Cavalry.		Foot Guards.		Infantry.		Artillery.		Engineers.	
	Present Value.	Per-centage of Entrants affected.	Present Value.	Per-centage of Entrants affected.	Present Value.	Per-centage of Entrants affected.	Present Value.	Per-centage of Entrants affected.	Present Value.	Per-centage of Entrants affected.
To every Entrant on the average	£. 3,841	£. 100·	£. 2,563	£. 100	£. 3,891	£. 100	£. 5,128	£. 100	£. 6,101	£. 100
To an Entrant who will retire compulsorily as Major.	6,613	3·2	4,944	5·5	5,273	5·7	5,469	5·3	-	-
To an Entrant who will retire compulsorily as Lieutenant Colonel.	7,409	2·0	5,511	1·1	6,012	3·4	6,288	13·9	6,616	45·2
To an Entrant who will retire compulsorily as Colonel.	7,526	13·2	5,628	10·8	6,128	15·2	6,288	22·8	6,902	4·2
To an Entrant who will be promoted to be a General Officer.	8,566	6·0	6,754	4·9	7,254	6·9	7,261	7·8	7,943	22·1

GENERAL COURSE OF SERVICE.

38. The yearly entries, promotions, &c., in the several arms would be as follows :—

	Cavalry.		Foot Guards.		Infantry.		Artillery.		Engineers (British).	
	Warrant, 1881.	Warrant, 1886.	Warrant, 1881.	Warrant, 1886.	Warrant, 1881.	Warrant, 1886.	Warrant, 1881.	Warrant, 1886.	Warrant, 1881.	Warrant, 1886.
<i>Second Lieutenant—</i>										
Enter - - - - -	-	55.4	-	16.2	-	352.6	-	69.6	-	20.3
Die - - - - -	-	1.1	-	.5	-	7.8	-	1.8	-	.6
Resigned - - - - -	-	3.7	-	2.1	-	5.8	-	1.	-	.1
Pass to Staff Corps - -	-	-	-	-	-	88.8	-	-	-	-
Promoted - - - - -	-	50.6	-	13.6	-	250.2	-	66.8	-	19.6
<i>Lieutenant—</i>										
Enter - - - - -	55.0	-	17.3	-	365.7	-	76.	-	22.8	-
Promoted from 2nd Lieut. -	-	50.6	-	13.6	-	250.2	-	66.8	-	19.6
Die - - - - -	4.1	3.8	1.6	1.	27.	18.8	8.5	6.7	2.5	1.9
Resign or retire voluntarily -	18.8	15.2	7.0	5.2	34.6	32.8	4.3	3.3	1.2	1.
Pass to Departments - -	-	-	-	-	14.2	20.	-	-	-	-
Pass to Indian Staff Corps -	-	-	-	-	88.8	-	-	-	-	-
Promoted to Captain - -	32.1	31.6	8.7	7.4	201.1	178.6	63.2	56.8	19.1	16.7
<i>Captain—</i>										
Promoted from Lieutenant -	32.1	31.6	8.7	7.4	201.1	178.6	63.2	56.8	19.1	16.7
Die - - - - -	2.3	2.9	.4	.4	12.1	15.7	4.4	4.7	1.4	1.3
Retire voluntarily - -	10.5	12.8	2.8	2.9	25.9	49.1	6.6	6.5	1.	1.9
Pass to Departments - -	-	-	-	-	14.3	15.3	-	-	-	-
Promoted to Major - -	19.3	15.9	5.5	4.1	148.8	98.5	52.2	45.6	16.7	13.5
<i>Major—</i>										
Promoted from Captain -	19.3	15.9	5.5	4.1	148.8	98.5	52.2	45.6	16.7	13.5
Die - - - - -	1.4	1.4	.3	.5	8.7	7.7	4.0	3.7	1.	1.1
Retire voluntarily - -	5.4	4.9	2.0	1.2	46.9	40.9	14.4	17.9	1.6	1.8
Retire compulsorily on 300 l. a year.	-	1.3	1.	.6	11.7	8.9	.3	2.6	-	-
Pass to Departments - -	-	-	-	-	7.1	1.2	-	-	-	-
Promoted to Regimental Lieutenant Colonel or to Staff as Lieutenant Colonel.	12.5	8.3	2.2†	1.9	74.4	39.8	26.5	22.	14.1	10.6
<i>Lieutenant Colonel—</i>										
Promoted from Major - -	12.5	8.3	2.2	1.9	74.4	39.8	26.5	22.	14.1	10.6
Die - - - - -	.9	-	.2	.1	6.3	2.	1.5	1.3	1.	.7
Retire voluntarily - -	2.2	.4	.2	-	23.3	-	4.2	-	1.2	-
Appointed to command battalion.	10.7	8.3	2.1	1.9	48.3	39.8	-	-	-	-
Complete service as Lieute- nant Colonel.	9.4	7.9	1.8	1.8	44.4	37.7	20.8	20.7	11.9	9.9
Retire compulsory as Lieu- tenant Colonel.	-	.8	.8	.1	24.5	5.	12.6	6.4	8.7	6.3
Promoted to Colonel's ap- pointment.	-	7.2	1.	1.7	19.9	32.7	-	14.3	-	3.6
Pass to half-pay - - - -	5.1	-	-	-	-	-	8.2	-	3.2	-
<i>Colonel—</i>										
Promoted to Colonel's ap- pointment.	4.3	7.2	1.	1.7	19.9	32.7	8.1†	14.3	3.1†	3.6
Die - - - - -	.6*	.4	.1	.1	1.4	1.5	.6	.6	.2	.2
Retire on 420 l. or 450 l. a year.	-	4.7	.9	1.1	13.7	21.5	2.5	10.2	-	.5
Promoted to Major General -	8.8*	2.1	-	.5	4.8	9.7	5.	3.5	2.9	2.9

* Including half-pay Colonels.

† Promotion to half-pay, with employment in a regiment later.

‡ From half-pay.

39. The Cadets required each year would be—

	Warrant of 1881.	Warrant of 1886.
Cavalry - - - - -	55	55
Foot Guards - - - - -	17	16
Infantry - - - - -	366	358
Total from Sandhurst - - -	438	424
Artillery - - - - -	76	70
Engineers { British - - - - -	23	20
{ Indian - - - - -	15	15
Total from Woolwich - - -	114	105
GRAND TOTAL - - -	552	529

COMPARISON OF OLD AND NEW WARRANT.

40. *Entrants.*—The Cadets required for the several arms—

	Increase.	Decrease.
Cavalry - - - - -	—	—
Foot Guards - - - - -	—	1
Infantry - - - - -	—	13
From Sandhurst - - - - -	—	14
Artillery - - - - -	—	6
Engineers { British - - - - -	—	3
{ Indian - - - - -	—	—
From Woolwich - - - - -	—	9
TOTAL - - -	—	23

41. *Numbers.*—The number of Officers to be provided for varies as follows :—

	Increase.	Decrease.
Cavalry - - - - -	25	—
Foot Guards - - - - -	—	—
Infantry - - - - -	48	—
Artillery - - - - -	—	24
Engineers { British - - - - -	—	18
{ Indian - - - - -	—	—
TOTAL - - - - -	68	37
Net Increase - - - - -	31	

42. *Promotion.*—The period of service at which the several ranks will on the average be reached will be varied as follows :—

	Cavalry.		Foot Guards.		Infantry.		Artillery.		Engineers (British).	
	Earlier.	Later.	Earlier.	Later.	Earlier.	Later.	Earlier.	Later.	Earlier.	Later.
	<i>Yrs.</i>	<i>Yrs.</i>	<i>Yrs.</i>	<i>Yrs.</i>	<i>Yrs.</i>	<i>Yrs.</i>	<i>Yrs.</i>	<i>Yrs.</i>	<i>Yrs.</i>	<i>Yrs.</i>
Captain - - -	—	1	—	1	—	1	—	1	—	1
Major - - -	—	3½	—	2½	—	5	—	2½	—	2½
Lieutenant Colonel - - -	—	4½	—	2	—	4	—	4	—	4
Colonel (employed) - - -	—	2½	—	2	—	2	—	2	—	1
Major General - - -	—	2	—	—	—	—	—	—	—	—

43. *Effective Charge.*—

	Total Charge.		British Charge.		Indian Charge.	
	Increase.	Decrease.	Increase.	Decrease.	Increase.	Decrease.
	£.	£.	£.	£.	£.	£.
Cavalry - - -	9,474	—	—	11,423	20,897	—
Foot Guards - - -	305	—	305	—	—	—
Infantry - - -	—	59,413	—	11,994	—	47,419
Artillery - - -	—	15,192	—	15,554	362	—
Engineers (British) - - -	—	8,958	—	8,958	—	—
TOTALS - - -	9,779	83,563	305	7,929	21,259	47,419
Net - - -		73,784		47,624		26,160

44. *Non-Effective Charge:*—

	Total Charge.		British Charge.		Indian Charge.	
	Increase.	Decrease.	Increase.	Decrease.	Increase.	Decrease.
	£.	£.	£.	£.	£.	£.
Cavalry - - -	—	21,816	—	23,936	2,120	—
Foot Guards - -	—	1,991	—	1,991	—	—
Infantry - - -	—	117,923	—	72,124	—	45,799
Artillery - - -	—	58,487	—	37,287	—	16,200
Engineers (British) -	—	35,559	—	35,559	—	—
TOTAL - - -	—	230,776	—	170,897	2,120	61,999
Net - - -		230,776		170,897		59,879

45. *Total Charge for Effective and Non-Effective:*—

	Total Charge.		British Charge.		Indian Charge.	
	Increase.	Decrease.	Increase.	Decrease.	Increase.	Decrease.
	£.	£.	£.	£.	£.	£.
Effective - - -	—	73,784	—	47,624	—	26,160
Non-Effective - -	—	230,776	—	170,897	—	59,879
TOTAL - - -	—	304,560	—	218,521	—	86,039

In addition to this saving there would be a saving on Widows' pensions and Compassionate allowances; and also on the Educational Establishments required to prepare Cadets for entry as Officers.

46. *Compulsory Retirement.*—The degree to which compulsory retirement would be affected, would be:

	Increase.				Decrease.			
	Colonels.	Lieutenant Colonels.	Majors.	Net Total.	Colonels.	Lieutenant Colonels.	Majors.	Net Total.
Cavalry - - - - -	5	1	1	7	—	—	—	—
Foot Guards - - - -	—	—	—	—	—	1	—	1
Infantry - - - - -	8	—	—	—	—	19	3	14
Artillery - - - - -	7	—	—	—	—	7	4	4
Engineers (British) - - -	1	—	—	—	—	3	—	2
TOTAL - - -	21	1	1	—	—	30	7	14

47. *Prospects of Entrants.*—The increase or decrease in the value of future prospects to every entrant as given in § 36, is shown in the following table : —

	On Entrance.		After 10 Years' Service.		After 20 Years' Service.		After 30 Years' Service.		After 35 Years' Service.	
	Increase.	Decrease.	Increase.	Decrease.	Increase.	Decrease.	Increase.	Decrease.	Increase.	Decrease.
	£.	£.	£.	£.	£.	£.	£.	£.	£.	£.
Cavalry - - -	-	256	-	420	-	484	-	637	-	1,445
Foot Guards - -	2	-	-	255	-	61	532	-	368	-
Infantry - - -	-	198	-	239	156	-	708	-	290	-
Artillery - - -	-	116	-	157	281	-	1,393	-	-	60
Engineers (British)	-	75	-	112	199	-	2,619	-	183	-

48. *Relative Attractiveness of the Several Arms.*—Assuming that the attractiveness of the Infantry is 100, the attractiveness of the other arms to a Cadet should be as follows :—

	Warrant of 1881.	Warrant of 1886.
Cavalry - - - - -	102	99
Foot Guards - - - - -	63	66
Infantry - - - - -	100	100
Artillery - - - - -	128	132
Engineers (British) - - - - -	151	157

20 May 1887.

(signed) *Denham Robinson.*
J. G. Ashley.

Appendix, No. 6.

PAPER handed in by Mr. *Denham Robinson*.Actuaries' Report, No. 263.

GENERAL SCHEME for ARMY PROMOTION and RETIREMENT with altered ORGANIZATION and PAY.

[NORMAL.]

Instructions for Actuaries.

1. Establishment :—

I.—GENERAL OFFICERS.

	Cavalry, Guards, and Infantry.	Artillery.	Engineers.	TOTAL.
Field Marshals - -	—	—	—	6
Generals - - - -	7	2	1	10
Lieutenant Generals -	22	8	5	35
Major Generals - -	65	19	11	95
TOTAL - - - -	94	29	17	140

2. Major generals to retire at 62 years of age; lieutenant generals and generals at 67 years of age.

3. Non-employment for five years as general officer, or for less if seven years have elapsed since employment in the rank of colonel, to involve retirement.

4. Voluntary retirement permissible two years or less before the age for compulsory retirement, with a reduction in pension of 10 £. for each such year.

5. Employment during peace to be for five years, unless promotion or retirement intervene. Lieutenant general's employment *may* be held after promotion to General.

6. Appointments now held by brigadier generals to be held by major generals.

7. Promotion to major general to be made on recommendation of commander-in-chief; to lieutenant general and general by seniority, subject to exceptions for distinguished service.

8. Unemployed pay and retired pay to be as follows :—

	Unemployed Pay.	Retired Pay.
	£.	£.
Field Marshal - - - -	1,300	Not to retire.
General - - - - -	800	1,000
Lieutenant General - - -	650	850
Major General - - - -	500	700

FIELD OFFICERS.

9. The rank of colonel to be given after five years' service as lieutenant colonel.
10. Vacancies in the rank of lieutenant colonel to be filled by selection among majors serving and lieutenant colonels unattached.
11. Vacancies in the rank of major to be filled by selection among captains serving and majors unattached (except in the Royal Engineers, where promotion will be by seniority from captains, either to fill vacancies up to the minimum establishment or by completing 20 years' service).
12. A major, on completing seven years' service as major, to be promoted to unattached lieutenant colonel.
13. Retirement to be compulsory at the following ages :
- Colonel at 55, on 450 *l.* in the Artillery or Engineers.
 " " 420 *l.* in Cavalry, Guards, and Infantry.
 Lieutenant Colonel at 55, on 365 *l.* a year.
 Major at 48, on 300 *l.* a year.
14. A major on completing 27 years' service with not less than seven years as major or five years as major on the staff, to retire on 300 *l.* a year or become an unattached lieutenant colonel.
15. A colonel or lieutenant colonel who has not been employed for five years, to retire on whatever he is entitled to.
16. A major never employed, after three years must retire on 200 *l.* a year.
17. The pay and half-pay of field officers to be as follows:—

	Pay.	Half-Pay..
	£. s. d.	£. s. d.
Lieutenant Colonel in Chief -	—	} As Lieut. Colonel.
Foot Guards - - -	- 18 -	
Lieutenant Colonel:		
Household Cavalry - -	1 3 5	- 12 6
Foot Guards - - -	- 18 -	- 11 -
Cavalry - - - -	1 - 3	- 12 6
Infantry - - - -	- 18 -	- 11 8
Horse Artillery - - -	1 4 9	} - 10 -
Artillery - - - -	- 18 -	
Engineers - - - -	- 18 -	
Majors:		
Household Cavalry - -	- 15 1	- 10 -
Foot Guards - - -	- 13 7	- 9 6
Cavalry - - - -	- 14 7	- 10 -
Infantry - - - -	- 13 7	- 9 6
Horse Artillery - - -	- 19 -	} - 10 -
Artillery - - - -	- 16 -	
Engineers - - - -	- 16 -	
Majors, after three Years' Service in the Rank:		
Household Cavalry - -	1 2 5	- 10 -
Foot Guards - - -	- 16 -	—
Cavalry - - - -	- 18 3	- 10 -
Infantry - - - -	- 16 -	- 9 6

Non-effective allowance of lieutenant colonels and majors to cease.

The senior lieutenant colonel in regiment of Cavalry or battalion of infantry to have command pay at 3 *s.* a day.

Lieutenant colonels of Artillery in independent command abroad to have 5 *s.* a day command pay.

All other lieutenant colonels of Artillery doing regimental duty to have 3 *s.* a day command pay; also all lieutenant colonels of Engineers employed on corps duty.

Engineer

Engineer Officers to have in lieu of extra pay Engineer pay as follows, in addition to the usual Army allowances :

	£.	s.	d.	
Lieut.-Colonel - - -	-	-	14	- a day.
Major - - -	-	-	9	- "
Captain - - -	-	-	6	- "
Lieutenant on duty - - -	-	-	4	- "
„ under instruction - - -	-	-	2	- "

18. Voluntary retirement to be permitted, as follows:

Colonel, at any time on 420*l.* (or 450*l.* a year in the case of the Ordnance Corps).

Lieut.-Colonel, after 30 years' service, on 365*l.*; after less service on 300*l.* a year.

Major on 300*l.* a year, after 27 years' service; after 3 years' service as Major on 250*l.*, otherwise on 200*l.*

CAPTAINS AND SUBALTERNS.

19. Promotion to be from Lieutenant by seniority to a vacancy on the Establishment or (in the Engineers only) after 12 years' service.

20. A Captain (other than in the Engineers) to retire at the age of 40 on 200*l.* a year unless he be granted the unattached rank of Major.

Two years additional to be allowed in the case of existing Officers who entered in the Colonial Corps, from the ranks, or as University Candidates.

21. A Captain or Subaltern to be allowed to retire on a gratuity at any time after 12 years' service.

22. The pay of Captains, Lieutenants, and Second Lieutenants to be as follows :

	Pay.	Half-Pay.
	s. d.	s. d.
Captain:		
Household Cavalry - - -	13 1	7 6
Foot Guards - - -	11 7	7 -
Cavalry - - -	12 7	7 6
Infantry - - -	11 7	7 -
Horse Artillery - - -	15 -	7 4
Artillery - - -	11 7	7 4
Engineers - - -	11 7	7 4
Lieutenant:		
Household Cavalry - - -	6 8	3 -
Foot Guards - - -	5 3	3 -
Cavalry - - -	6 8	3 -
Infantry - - -	5 3	3 -
Horse Artillery - - -	7 8	3 2
Artillery - - -	5 7	3 2
Engineers - - -	5 7	3 2
Lieutenant after 3 Years' Service:		
Household Cavalry - - -	9 -	} Various rates.
Foot Guards - - -	6 6	
Cavalry - - -	7 8	
Infantry - - -	6 6	
Horse Artillery - - -	8 10	
Artillery - - -	6 10	
Engineers - - -	6 10	
Lieutenant after 10 Years' Service:		
Foot Guards - - -	7 6	} Various rates.
Infantry - - -	7 6	
Horse Artillery - - -	9 10	
Artillery - - -	7 10	
Engineers - - -	7 10	

23. Rewards to be reduced by one-half and only to be held until retirement.

ORGANIZATION.

	Regiment of Household Cavalry.	Regiment of Cavalry.	Battalion of Foot Guards.	2 Battalions of Infantry.	West India Regiments.
Lieutenant-Colonels -	1	1	1*	4	2
Majors - - -	4	4	4	8	5
Captains - - -	4	4	5†‡	12‡	8‡
Subalterns - - -	13§	13§	18	30	30

* In addition, one Lieutenant-Colonel *per regiment* as Colonel Commanding the Regiment..

† Including Adjutant, with 2 s. a day and forage.

‡ Including 2 Adjutants, with 2 s. a day and forage.

§ Including Adjutant.

|| In addition, 1 Captain *per regiment* to be allowed for Depôt purposes.

Royal Engineers in the proportion of—

Lieut.-Colonels - - -	110	} Supernumerary and Seconded Officers included.
Majors - - -	143	
Captains - - -	198	
Lieutenants - - -	361	
	<u>812</u>	

Artillery to remain as at present.

REPORT.

1. For purposes of calculation of the proposed measure, we have assumed as previously instructed, that—

(a.) Regimental Majorities will be filled—half by promotion of Captains and half by appointment of Half-pay Majors.

(b.) That Half-pay Majors not appointed to regiments will retire after one year on half-pay.

(c.) Regimental Lieutenant Colonelcies will be filled—one-third by the promotion of Majors, two-thirds from Half-pay Lieutenant Colonels.

(d.) Lieutenant Colonels will retire, if not appointed to regiments, after one year on half-pay.

2. The rates of pay and allowances have been taken as shown in Appendix No. III. A rate has been assumed for Majors, under three years' service as such, on the Indian Establishment.

Servants' allowance has not been included; it is common to both the present and proposed systems.

Lodgings, fuel, and light have been taken at sixpence above the home "intermediate" rate, to allow for the average excess abroad.

The assumption is also made that a money equivalent is given in lieu of lodgings; whereas, in fact, many officers are provided with quarters.

In showing the Indian charge for Engineers the pay of officers employed in a military capacity has been taken. We believe that the majority of Engineer Officers in India receive civil pay. As therefore it is probable that no change would be made, we have shown the charge as the same under both systems.

3. The respective action of the proposed scheme and of the present Warrant, *both working normally*, is shown in detail in Appendices I. and II. The comparative ultimate annual expense, as shown by the Estimates, may be thus summarised, with regard to the British and Indian Exchequers respectively:—

	Annual Charge to Britain.	Annual Charge to India.
	£	£
Saving as compared with the present system - - - -	228,073	11,410
Deduct for 6 Field Marshals at 1,300 <i>l.</i> a year (1,000 <i>l.</i> already provided among Generals) - - - - -	1,200	600
	226,873	10,810
Saving on Rewards - - - - -	5,800	2,900
	232,673	13,710
Additional charge consequent on the substitution of 5 Major Generals for Brigadier Generals - - - - -	1,361	—
Net Annual Saving on Estimates - -	231,312	13,710

Against which there would have to be placed an uncertain loss in Widows' Pensions, &c., consequent on the partial substitution of Field Officers for Captains.

The increased charge for effective would be immediate. The saving on non-effective would be prospective as regards the British charge; but not, except in a small degree, as regards the Indian charge, which is met by a capitalized payment as soon as the pensions are granted.

4. It is to be observed that both in the present and proposed systems the charge is a maximum charge, for no voluntary retirement has been assumed. In practice, some voluntary retirement will occur; and, to whatever extent it does occur, the non-effective charge will be reduced. While this reduction will probably be considerable in the cavalry and infantry in respect to the cost, it is improbable that it will be sufficient to affect the rates of promotion, except perhaps in the movement from Lieutenant to Captain.

APPENDIX TO REPORT FROM THE

5. The details of the probable annual saving on the several Arms, shown in the first line of the Table in Section 3, will be as follows:—

R A N K.	ANNUAL INCREASE.						ANNUAL SAVING.					
	Cavalry and Infantry.		Artillery.		Engineers.		Cavalry and Infantry.		Artillery.		Engineers.	
	British Charge.	Indian Charge.	British Charge.	Indian Charge.	British Charge.	Indian Charge.	British Charge.	Indian Charge.	British Charge.	Indian Charge.	British Charge.	Indian Charge.
EFFECTIVE PAY :												
Lieutenant Colonels - -	£. 39,689	£. 51,800	£. 3,176	—	—	—	—	—	—	—	£. 1,495	—
Majors - - - -	100,956	78,546	—	—	6,790	—	—	—	33	—	—	—
Captains - - - -	—	—	2,429	—	8,740	1,734	162,451	82,760	—	—	—	—
Subalterns - - - -	—	—	23	—	6,898	—	40,089	15,564	—	—	—	1,063
TOTAL - - £.	140,645	130,146	5,628	—	22,428	1,734	202,540	98,324	33	—	1,495	1,063
Effective { Net - - - £.	—	31,822	5,595	—	20,933	671	61,895	—	—	—	—	—
NON-EFFECTIVE CHARGE:												
General Officers (including their Retired List).	—	—	—	—	—	—	33,400	8,456	2,390	1,589	1,320	947
Unattached Officers:												
Colonels - -	—	2,125	—	—	—	—	3,184	—	—	—	—	—
Lieutenant Colonels - -	11,633	4,143	3,404	2,354	—	—	—	—	—	—	—	—
Majors - - - -	7,604	2,497	2,624	1,822	—	—	—	—	—	—	—	—
Retired Officers:												
Colonels - - - -	155,935	63,030	—	—	1,900	1,460	—	—	3,205	2,124	—	—
Lieutenant Colonels - -	169,633	57,950	33,700	23,300	—	—	—	—	—	—	—	—
Majors - - - -	—	—	—	—	—	—	54,421	19,558	24,190	16,690	—	—
Captains - - - -	—	—	—	—	—	—	442,688	143,270	14,330	9,950	—	—
TOTAL - £.	344,794	129,745	39,728	27,476	1,900	1,460	533,693	171,284	44,115	30,353	1,320	947
Non-Effective { Net - £.	—	—	—	—	580	613	188,899	41,539	4,387	2,877	—	—
EFFECTIVE AND NON-EFFECTIVE TOGETHER :												
Total - - - -	—	31,822	5,595	—	21,513	1,184	250,794	41,539	4,387	2,877	—	—
Net - - - -	—	—	1,308	—	21,513	1,184	250,794	9,717	—	2,877	—	—
						British.	Indian.					
						£.	£.					
Net Annual Saving - - £.						228,073	11,410					

6. The effect on promotion is shown in Appendix I., page 9. It is inconsiderable, except as regards the step from Lieutenant to Captain. The latest age at which this promotion would be obtained is as follows:—

	Present System.	Proposed System.
Cavalry - - - -	31	32½
Foot Guards - - - -	32½	34½
Infantry - - - -	30½	32
Artillery - - - -	32	32
Engineers - - - -	32½	32

7. With

7. With regard to continuity of service the following Table shows the disposal of an equal number of Cadets (1,000) entering each arm under the present and proposed systems respectively:—

	CAVALRY.		FOOT GUARDS.		INFANTRY.*		ARTILLERY.		ENGINEERS.	
	Present.	Proposed.	Present.	Proposed.	Present.	Proposed.	Present.	Proposed.	Present.	Proposed.
Enter - - - - -	1000	1000	1000	1000	1000	1000	1000	1000	1000	1000
Die as Second Lieutenant - -	86	—	88	—	21	—	—	—	—	—
Promoted to Lieutenant - - -	964	—	902	—	979	—	—	—	—	—
Die as Lieutenant - - - - -	87	161	106	159	97	135	135	135	141	135
Promoted to Captain - - - - -	877	849	857	841	882	865	865	865	850	865
Die as Captain - - - - -	84	56	66	47	85	73	73	73	68	74
Promoted to Unattached Major -	—	301	—	289	—	267	—	435	—	—
Die as Unattached Major - -	—	5	—	4	—	4	—	6	—	—
Retire on 200 <i>l.</i> a year :										
As Captain - - - - -	617	196	613	289	581	267	77	—	—	—
As Unattached Major - - -	—	—	—	69	—	5	—	71	—	—
Become employed Majors - - -	176	592	178	432	216	516	715	715	791	791
Die as full pay Major - - -	12	56	17	41	21	48	68	68	66	66
Promoted to Unattached Lieutenant Colonel - - - - -	—	469	—	341	—	353	—	482	—	—
Die as Unattached Lieutenant Colonel - - - - -	—	6	—	4	—	3	—	8	—	—
Retire on 300 <i>l.</i> a year - - -	—	229	34	229	56	121	157	149	—	—
Become employed Lieutenant Colonel	164	201	127	148	139	344	490	490	725	725
Die as Lieutenant Colonel on full pay - - - - -	10	15	8	6	9	23	31	31	47	47
Retire as Lieutenant Colonel - -	—	—	—	—	—	—	—	—	—	—
Become Brevet Colonel - - -	154	186	119	142	130	321	459	459	678	678
Die as Brevet Colonel - - -	11	4	9	6	6	9	10	7	8	8
Retire as Brevet Colonel before, or at 55 years of age - - - - -	69	141	91	105	63	241	308	381	583	596
Become General Officers - - -	74	41	19	31	61	71	81	71	87	74
Retire or die as General Officers -	74	41	19	31	61	71	81	71	87	74
	1000	1000	1000	1000	1000	1000	1000	1000	1000	1000

* Eliminating those for whom the Indian Staff Corps provides a future career.

8. The pecuniary gain or loss of prospective income to the individual entrant shown as a present value at the age of 20 is as follows:—

	Present Value to Entrant (age 20) of future Pay, Allowances, and Pension, all at British Rates.		Gain or Loss by substitution of Proposed for Present System.	
	Present System.	Proposed System.	Gain.	Loss.
	£.	£.	£.	£.
Cavalry of the Line - - - - -	5,005	5,216	211	—
Foot Guards - - - - -	4,294	4,433	139	—
Infantry of the Line - - - - -	4,088	4,251	168	—
Artillery - - - - -	4,793	4,786	—	7
Engineers - - - - -	5,176	5,652	476	—

9. The true index of the comparative cost of two measures is not shown by their ultimate charge on the estimates, which may be reached after a very different period, but by the capitalised prospects of those who enter under each scheme during the same period of time, taken conveniently as one year.

Under this comparison the Index of Cost of the present and proposed systems to the British Exchequer would stand as follows:—

	Present System.	Proposed System.	Saving.	Loss.
	£.	£.	£.	£.
Cavalry - - - -	142,300	121,400	20,900	—
Foot Guards - - -	50,520	43,130	7,390	—
Infantry - - - -	660,400	525,500	134,900	—
Artillery - - - -	163,100	162,900	200	—
Engineers - - - -	94,210	102,900	—	8,690
Total - - - £.	1,110,530	955,830	163,390	8,690
Net Savings - - - - £. 154,700				

10. The minimum number of Officers paid from British and Indian Army Funds (including retired officers) would compare thus—

	Present System.	Proposed System.	Increase.	Decrease.
General Officers, all arms -	418	360	—	58
Cavalry - - - -	1,517	1,259	—	258
Foot Guards - - -	467	385	—	82
Infantry - - - -	8,831	7,077	—	1,754
Artillery - - - -	2,179	2,188	9	—
Engineers - - - -	1,206	1,214	8	—
	14,618	12,483	17	2,152

11. This calculation has reference solely to the Army in a *normal condition*; that is, on the assumption that *either system* is and has been, for an indefinitely long time, in full operation. It affords the most convenient method of comparing different systems; but it does not show in any way the immediate cost of introducing the measure among existing officers.

Denham Robinson.

Robert Davey.

18 February 1881.

(APPENDIX, No. I.)

COMPARISON OF THE ANNUAL ACTION OF THE PROPOSED AND PRESENT SYSTEMS.

	PROPOSED SYSTEM.						PRESENT SYSTEM.					
	Cavalry.	Foot Guards.	Infantry and Colonial Corps.	Artillery.	Engineers.	All Arms. ——— TOTAL.	Cavalry.	Foot Guards.	Infantry and Colonial Corps.	Artillery.	Engineers.	All Arms. ——— TOTAL.
NUMBERS IN THE SEVERAL RANKS ON THE ACTIVE LIST:	No.	No.	No.	No.	No.	No.	No.	No.	No.	No.	No.	No.
	—	—	—	—	—	—	148	70	881	—	—	1,099
	408	190	2,317	621	352	3,823	266	81	1,717	621	361	3,046
	168	44	1,137	337	207	1,943	285	61	1,713	387	198	2,644
	126	28	591	269	143	1,157	33	*14	906	269	143	765
	10	3	46	24	—	83	—	—	—	—	—	—
	31	7	286	134	110	668	31	†7	147	134	110	429
	15	3	80	27	—	125	—	—	—	—	—	—
	11	†3	100	36	18	168	29	†3	81	36	18	167
	764	218	4,557	1,498	830	7,867	792	236	4,845	1,447	830	8,150
Total on Active List below General Officer -												
Major-Generals -	65	65		19	11	95		100		29	17	146
Lieutenant-Generals -	22	22		8	6	35		60		18	11	89
Generals -	7	7		2	1	10		40		11	6	57
GRAND TOTAL on Active List - - -	5,633			1,527	847	8,007		6,073		1,505	864	8,412
AGE ON ATTAINING THE SEVERAL RANKS:	Years.	Years.	Years.	Years.	Years.	Years.	Years.	Years.	Years.	Years.	Years.	Years.
	—	—	—	—	—	—	20	20	20	—	—	—
	20	20	20	20	20	—	24	26	22†	20	20	—
	33†	34†	32	32	32	—	31	32†	30†	32	32†	—
	40	40	40	40	40	—	40	*40	40	40	40	—
	41	41	41	41	—	—	—	—	—	—	—	—
	47 to 48	47 to 48	47 to 48	47 to 48	46	—	45	†47	47	47	46	—
	48 to 49	†48 to 49	48 to 49	48 to 49	—	—	—	—	—	—	—	—
	52 to 54	†52 to 54	52 to 54	52 to 54	51	—	50	†52	52	52	51	—
	55	55	55	55	55	—	55	55	55	55	55	—
Colonel -	55	55	55	55	55	—	55	55	55	55	55	—
Major General -	60	60	60	60	60	—	62	62	62	61†	62	—
Lieutenant General -	64†	64†	64†	64†	64†	—	66†	66†	66†	66†	67	—
General -	—	—	—	—	—	—	—	—	—	—	—	—
Honorary Colonel -	—	—	—	—	—	—	63	60	65	68	68	—

* At present called "Mounted Officers."

† At present called "Majors."

‡ The three present Lieutenant Colonels of Regiments.

Appendix No. 1.—Comparison of the Annual Action of the Proposed and Present Systems—continued.

	PROPOSED SYSTEM.						PRESENT SYSTEM.					
	Cavalry.	Foot Guards.	Infantry and Colonial Corps.	Artillery.	Engineers.	All Arms. TOTAL.	Cavalry.	Foot Guards.	Infantry and Colonial Corps.	Artillery.	Engineers.	All Arms. TOTAL.
	Years.	Years.	Years.	Years.	Years.	Years.	Years.	Years.	Years.	Years.	Years.	Years.
SERVICE IN THE SEVERAL RANKS:												
Second Lieutenant - - - - -	—	—	—	—	—	—	4	4	2½	—	—	—
Lieutenant - - - - -	13½	14½	12	12	12	—	7	8½	8	12	12½	—
Captain - - - - -	6½	5½	8	8	8	—	9	7½	9½	8	7½	—
Major - - - - -	7	7	7	7	6	—	5	*7	7	7	6	—
Lieutenant Colonel - - - - -	5	5	5	5	5	—	5	4½	5	5	5	—
APPOINTMENTS TO AND RETIREMENTS FROM THE SEVERAL RANKS ANNUALLY:												
Second Lieutenant:												
Entering at age 20 - - - - -	—	—	—	—	—	—	39	12	313	—	—	364
Promoted to Lieutenant - - - - -	—	—	—	—	—	—	38	11	306	—	—	355
Lieutenant:												
Entering at age 20 - - - - -	32	10	271	56	31	400	—	—	—	56	81	87
Joining Indian Staff Corps - - - - -	—	—	96	—	—	95	—	—	95	—	—	95
Promoted to Captain - - - - -	27	8	149	49	27	260	34	10	189	49	27	309
Captain:												
Retiring under 20 years' service - - - - -	—	—	—	—	—	—	—	—	—	—	—	—
Retiring compulsorily on 200 L a year - - - - -	6	3	46	—	—	55	24	7	124	4	—	159
Promoted to Regimental Major - - - - -	9½	2	44	20	25	100½	7	2	46	40	25	130
Promoted to Unattached Major - - - - -	9½	3	46	24	—	82½	—	—	—	—	—	—
Major:												
Appointed from Unattached List - - - - -	9½	2	44	20	—	75½	—	—	—	—	—	—
Retiring from Unattached List on 200 L a year - - - - -	—	—	1	4	—	5½	—	—	—	—	—	—
Retiring compulsorily on 300 L a year - - - - -	—	—	—	—	—	—	—	—	12	9	—	21
Promoted to Regimental Lieutenant Colonel - - - - -	2	—	19	9	23	52½	6	2	30	28	23	89
Promoted to Unattached Lieutenant Colonel - - - - -	15	3½	61	27	—	106½	—	—	—	—	—	—

<i>Lieutenant Colonel.</i> Appointed Regimental Lieutenant Colonel from Unattached List - - - - - Retiring as Unattached Lieutenant Colonel - - - - - Promoted to Colonel - - - - -	4	1	39	18	-	62	-	-	-	-	-	-
	10½	2½	21	8	-	41½	-	-	-	-	-	-
	6	1½	55	26	21	109½	6	1	28	26	21	82
	-	-	-	-	-	-	-	-	-	-	-	-
<i>Colonel.</i> Retiring immediately on promotion - - - - - Retiring at the age of 55 - - - - - Promoted to Major General - - - - -	-	-	-	10	17	27	-	-	-	14	17	31
	4½	1	41½	11	2	60	8	-	13	7	1½	24½
	1½	½	12	4	2½	20	8	-	13	5	2½	23½
	-	-	-	-	-	-	-	-	-	-	-	-
<i>Major General.</i> Retiring from the rank - - - - - Promoted to Lieutenant General - - - - -	-	6	-	1½	1	8½	-	-	-	-	-	-
	-	6	-	2	1	9	-	14	-	4	2	20
	-	-	-	-	-	-	-	-	-	-	-	-
	-	-	-	-	-	-	-	-	-	-	-	-
<i>Lieutenant General.</i> Retiring from the rank - - - - - Promoted to General - - - - -	-	5½	-	1½	1½	8½	-	-	-	-	2	18
	-	-	-	-	-	-	-	-	-	-	-	-
	-	-	-	-	-	-	-	-	-	-	-	-
	-	-	-	-	-	-	-	-	-	-	-	-
<i>General.</i> Retiring before age 67 - - - - - Retiring at the age of 67 - - - - - Retiring at the age of 70 - - - - -	-	4½	-	1	1	6½	-	-	-	-	-	-
	-	7½	-	½	½	1½	-	-	-	-	-	-
	-	-	-	-	-	-	-	11	-	3	2	16
	-	-	-	-	-	-	-	-	-	-	-	-
NUMBER OF OFFICERS ON THE RETIRED LIST :												
Captains - - - - -	176	79	1,285	-	-	1,540	676	202	3,463	131	-	4,462
Majors (from Unattached List) - - - - -	-	18	22	110	-	160	-	-	-	-	-	-
Majors - - - - -	-	-	-	-	-	-	-	* 9	281	209	-	499
Lieutenant Colonels (from Unattached List) - - - - -	238	52	467	190	-	947	-	-	-	-	-	-
Colonels - - - - -	81	18	746	390	384	1,619	49	20	242	402	376	1,089
Major Generals - - - - -	-	98	-	24	18	135	-	-	-	-	-	-
Lieutenant Generals - - - - -	-	-	-	-	-	-	-	-	-	-	-	-
Generals - - - - -	-	54	-	19	12	85	-	86	-	25	15	126
TOTAL Retired List - - - - -	-	3,384	-	733	409	4,476	-	5,028	-	757	391	6,176

* At present called "Mounted Officers."

† At present called "Majors."

Lieutenant Colonel.

0.58.

F

(APPENDIX, No. II.)

COMPARISON OF THE YEARLY COST UNDER

EFFECTIVE CHARGE

RANK.	PROPOSED SYSTEM.											
	Cavalry.		Foot Guards.	Infantry and Colonial Corps.		Artillery.		Engineers.		TOTAL—All Arms.		
	British Charge.	Indian Charge.	British.	British Charge.	Indian Charge.	British Charge.	Indian Charge.	British Charge.	Indian Charge.	British Charge.	Indian Charge.	
	£.	£.	£.	£.	£.	£.	£.	£.	£.	£.	£.	
Subalterns - - - - -	72,453	42,351	24,556	231,660	222,920	66,051	77,210	49,129	35,026	443,849	377,607	1
Captains - - - - -	49,092	21,350	14,787	240,100	111,400	71,158	63,997	39,042	39,454	414,179	226,201	2
Majors - - - - -	42,687	29,706	13,159	146,700	149,320	63,682	87,580	28,034	46,090	305,232	312,696	3
Lieutenant Colonels - - -	14,473	14,013	4,520	92,413	116,613	51,162	39,835	43,689	45,090	206,267	215,551	4
TOTAL in Regiments -	178,675	107,420	57,022	710,873	600,253	252,053	268,722	170,894	165,660	1,369,517	1,142,055	5
UNATTACHED RANKS:												
Majors] - - - - -	1,208	442	560	5,836	2,055	2,624	1,522	—	—	10,228	4,219	6
Lieutenant Colonels] - -	2,182	811	663	8,778	3,332	3,404	2,354	—	—	15,027	6,497	7
Colonels] - - - - -	1,790	669	2,119	216,740	3,260	4,382	3,286	2,556	1,278	27,587	8,498	8
TOTAL Unattached - -	5,180	1,922	3,342	31,354	8,647	10,410	7,462	2,556	1,278	52,842	19,206	9

NON-EFFECTIVE

RETIRED OFFICERS:												
Captains - - - - -	25,900	9,440	15,762	190,050	66,950	—	—	—	—	231,612	76,390	10
Unattached Majors - - -	—	—	3,678	3,328	1,172	12,950	8,990	—	—	19,956	10,162	11
Majors - - - - -	—	—	—	—	—	—	—	—	—	—	—	12
Unattached Lieutenant Colonels	52,900	19,450	15,732	101,600	38,500	33,700	23,300	—	—	208,332	81,250	13
Lieutenant Colonels - - -	—	—	—	—	—	—	—	—	—	—	—	14
Colonels - - - - -	24,800	9,260	7,703	225,600	87,700	105,695	69,706	100,300	72,350	464,096	239,016	15
TOTAL Retired - - -	102,900	38,150	42,875	520,578	194,322	162,345	101,996	100,300	72,350	918,996	406,818	16

GENERAL

GENERAL OFFICERS - -	British.		Indian.		31,320	20,635	17,590	12,673	178,010	79,084	17
	129,100		45,776								

GROSS

TOTAL YEARLY CHARGE - -	1,781,899		998,490		446,128	398,815	291,340	251,961	2,519,367	1,647,266	18
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Present value to Entrant of future Pay, Allowances, and Pension at British Rates -	£. 5,216	£. 4,433	£. 4,251	£. 4,786	£. 5,652	£. —	19
Index of Cost to Public of Force on British Establishment -	121,400	43,130	525,500	162,900	102,900	954,830	20

* Present Mounted Officers. † Present Majors. ‡ Including 2,792 l. for Command Pay.
‡ The Regimental Lieutenant Colonels.

(APPENDIX, No. II.)

THE PROPOSED AND PRESENT SYSTEMS.

(PAY AND ALLOWANCES.)

PRESENT SYSTEM.										
Cavalry.		Foot Guards.	Infantry and West India Regts.		Artillery.		Engineers.		TOTAL—All Arms.	
British Charge.	Indian Charge.	British.	British Charge.	Indian Charge.	British Charge.	Indian Charge.	British Charge.	Indian Charge.	British Charge.	Indian Charge.
£.	£.	£.	£.	£.	£.	£.	£.	£.	£.	£.
1 70,333	46,315	19,560	378,866	234,620	66,028	77,310	42,231	36,069	477,017	394,234
2 81,333	37,380	29,598	355,500	178,160	68,729	68,997	30,302	37,730	565,461	317,327
3 12,452	8,368	* 7,358	81,750	85,500	63,715	87,580	32,244	46,090	197,519	227,538
4 14,440	14,013	† 4,927	52,350	71,625	‡ 47,986	39,835	§ 45,184	45,090	164,887	170,563
5 178,556	106,956	61,443	768,466	569,895	246,458	268,732	149,961	164,989	1,404,884	1,109,562
6 —	—	—	—	—	—	—	—	—	—	—
7 —	—	—	—	—	—	—	—	—	—	—
8 4,908	1,804	¶ 2,285	** 16,740	—	4,382	3,286	2,556	1,278	30,771	6,368
9 4,908	1,804	2,285	16,740	—	4,382	3,286	2,556	1,278	30,771	6,368

CHARGE.

10 98,480	36,760	40,380	535,500	182,900	14,330	9,950	—	—	688,630	229,610
11 —	—	—	—	—	—	—	—	—	—	—
12 —	—	* 2,837	58,580	20,730	37,140	25,680	—	—	98,567	46,410
13 —	—	—	—	—	—	—	—	—	—	—
14 —	—	—	—	—	—	—	—	—	—	—
15 14,830	5,560	8,308	79,030	28,370	108,900	71,830	98,400	70,890	309,468	176,650
16 113,250	42,320	51,525	673,120	232,000	160,370	107,460	98,400	70,890	1,096,665	452,670

OFFICERS.

17	British. 162,500	Indian. 54,332	33,710	22,224	18,910	13,620	215,120	90,076
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CHARGE.

18	2,082,693	1,006,207	444,920	401,692	269,827	250,777	2,747,440	1,658,676
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19	£. 5,006	£. 4,294	£. 4,063	£. 4,793	£. 5,176	£. —
20	142,300	50,520	660,400	163,100	94,310	1,110,580

§ Including 4,854 l. 10 s. for Command Pay, and 5,913 l. for Charge Pay for all ranks.

|| All taken as on Half Pay.

** Employed at Brigade Depôts, &c.

(APPENDIX, No. III.)

PRESENT AND PROPOSED RATES OF PAY AND ALLOWANCES.

HOUSEHOLD CAVALRY.

R A N K.	P R E S E N T R A T E S.				
	Pay. Daily.	Allowance for Non-Effective. Daily.	Lodging,* Fuel, and Light. Daily.	Forage (Net, after deducting Stoppage). Daily.	Total per Annum.
	£. s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.
Lieutenant Colonel - - - - -	1 9 2	—	- 5 6	- 3 2	690 9 2
Major - - - - -	1 4 5	—	- 4 6	- 3 2	585 10 5
Captain - - - - -	15 1	—	- 3 3	- 2 4½	377 18 6½
Lieutenant - - - - -	- 10 4	—	- 3 -	- 1 7	272 4 7
Second Lieutenant :					
On Appointment - - - - -	- 8 -	—	- 3 -	- 1 7	229 12 11
After Three Years' Service - - -	- 10 4	—	- 3 -	- 1 7	272 4 7
Adjutant (extra) - - - - -	- 2 8	—	—	- - 9½	63 2 3½
	P R O P O S E D R A T E S.				
				(Without Stoppage).	
Lieutenant Colonel - - - - -	1 3 5	- 3 -	- 5 6	- 6 -	691 19 7
Major :					
On Promotion - - - - -	- 15 1	—	- 4 6	- 4 6	439 10 5
After Three Years' Service - - -	1 2 5	—	- 4 6	- 4 6	573 7 1
Captain - - - - -	- 13 1	—	- 3 3	- 4 6	380 4 2
Lieutenant :					
On Appointment - - - - -	- 6 8	—	- 3 -	- 3 -	231 3 4
After Three Years' Service - - -	- 9 -	—	- 3 -	- 3 -	273 15 -
Adjutant (extra) - - - - -	- 2 8	—	—	- 1 6	76 - 10

* See Section 2 of Report.

APPENDIX, No. III—Present and Proposed Rates of Pay and Allowances—*continued.*

CAVALRY OF THE LINE

R A N K.	PRESENT RATES.					
	Pay. Daily.	Command Pay. Daily.	Pay in lieu of Non- Effective. Yearly.	Lodging,* Fuel, and Light. Daily.	Forage (Net, after deducting Stoppage). Daily.	TOTAL per Annum.
	£. s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.
Lieutenant Colonel	1 3 -	- 3 -	20 - -	- 5 6	- 3 2	652 13 4
Major	- 19 3	—	20 - -	- 4 6	- 3 2	511 4 7
Captain	- 14 7	—	—	- 3 3	- 2 4½	368 16 -½
Lieutenant, on Promotion	- 9 -	—	—	- 3 -	- 1 7	247 17 11
Second Lieutenant :						
On Appointment	- 8 -	—	—	- 3 -	- 1 7	229 12 11
After Three Years' Service	- 9 -	—	—	- 3 -	- 1 7	247 17 11
Adjutant (extra)	- 2 6	—	—	—	- - 9½	60 1 5½
PROPOSED RATES.						
					(Without Stoppage).	
Lieutenant Colonel	1 1 3	- 3 -	—	- 5 6	- 6 -	652 8 9
Major :						
On Promotion	- 14 7	—	—	- 4 6	- 4 6	490 7 11
After Three Years' Service	- 18 3	—	—	- 4 6	- 4 6	497 6 3
Captain	- 12 7	—	—	- 3 3	- 4 6	371 1 8
Lieutenant :						
On Appointment	- 6 8	—	—	- 3 -	- 3 -	231 3 4
After Three Years' Service	- 7 8	—	—	- 3 -	- 3 -	249 8 4
" Ten " "	- 7 8	—	—	- 3 -	- 3 -	249 8 4
Adjutant (extra)	- 2 6	—	—	—	- 1 6	73 - -

INDIAN RATES.

R A N K.	PRESENT.				
	Pay and Indian Allowances. Monthly.	Command Pay. Monthly.	Horse Allowance. Monthly.	TOTAL per Mensem.	TOTAL per Annum.
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	£. s. d.
Lieutenant Colonel	1,037 - -	400 - -	120 - -	1,557 - -	1,557 - -
Major :					
On Promotion	809 6 4	—	120 - -	929 6 4	929 7 11
After Three Years' Service	809 6 4	—	120 - -	929 6 4	929 7 11
Captain	473 - 4	30 - -	90 - -	593 - 4	593 - 5
Lieutenant :					
Under Three Years' Service	250 10 4	—	60 - -	310 10 4	310 12 11
Over Three Years' Service	305 4 -	—	60 - -	365 4 -	365 5 -
Adjutant (extra)	122 7 -	—	—	122 7 -	122 8 9
PROPOSED.					
Lieutenant Colonel	1,037 - -	400 - -	120 - -	1,557 - -	1,557 - -
Major :					
On Promotion	580 - -	30 - -	90 - -	700 - -	700 - -
After Three Years' Service	809 6 4	30 - -	90 - -	929 6 4	929 7 11
Captain	473 - 4	30 - -	90 - -	593 - 4	593 - 5
Lieutenant :					
Under Three Years' Service	250 10 4	—	60 - -	310 10 4	310 12 11
Over Three Years' Service	305 4 -	—	60 - -	365 4 -	365 5 -
Adjutant (extra)	122 7 -	—	—	122 7 -	122 8 9

* See Section 2 of Report.

APPENDIX, No. III.—Present and Proposed Rates of Pay and Allowances—*continued.*

FOOT GUARDS.

R A N K.	P R E S E N T R A T E S.						
	Regimental Pay.	Pay in lieu of Non- Effective.	Contingent Allowance (Beneficial).	Profit on Stock Purse Fund (Average).	Forage at 1 s. 6 d.	Lodging, Fuel, and Light (Average).	TOTAL
	Daily.	Yearly.	Yearly.	Yearly.	Daily.	Yearly.	per Annum.
	£. s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.
Lieutenant Colonel - -	1 6 9	75 - -	58 16 -	84 15 11	- 3 -	—	761 10 8
Major, Senior in each Regiment	1 3 -	75 - -	58 16 -	84 15 11	- 1 6	88 19 5	754 13 10
„ „ others - -	1 3 -	75 - -	58 16 -	84 15 11	- 1 6	—	665 14 5
Captain - - - - -	- 15 6	130 10 7	—	84 15 11	—	—	498 4 -
Lieutenant - - - - -	- 7 4	—	—	—	—	—	133 16 8
Second Lieutenant:							
On Appointment - - -	- 5 6	—	—	—	—	—	100 7 6
After Three Years - - -	- 7 4	—	—	—	—	—	133 16 8
Adjutant (extra) - - -	- 2 8	—	—	—	- 1 6	—	76 - 10
	P R O P O S E D R A T E S.						
	Pay.	Command Pay.	Guards' Pay.	Forage.	TOTAL		
	Daily.	Daily.	Yearly.	Daily.	per Annum.		
	£. s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.		
Lieutenant Colonel in Chief -	- 18 -	- 5 -	250 - -	- 3 -	724 10 -		
Lieutenant Colonel - - -	- 18 -	- 3 -	200 - -	- 3 -	638 - -		
Major:							
On Promotion - - -	- 13 7	—	170 - -	- 1 6	445 5 5		
After Three Years' Service -	- 16 -	—	170 - -	- 1 6	489 7 6		
Captain - - - - -	- 11 7	—	140 - -	—	351 7 11		
Lieutenant:							
On Appointment - - -	- 5 3	—	70 - -	—	165 16 3		
After Three Years - - -	- 6 6	—	70 - -	—	188 12 6		
After Ten Years - - -	- 7 6	—	70 - -	—	206 17 6		
Adjutant (extra) - - -	- 2 -	—	—	- 1 6	63 17 6		

APPENDIX, No. III.—Present and Proposed Rates of Pay and Allowances—continued.

INFANTRY OF THE LINE AND WEST INDIA REGIMENTS.

R A N K.	P R E S E N T R A T E S.					
	Regimental Pay.	Command Pay.	Pay in lieu of Non-effective.	Lodging, Fuel,* and Light.	Forage at 1 s. 6 d.	TOTAL per Annum.
	Daily.	Daily.	Yearly.	Daily.	Daily.	
Lieutenant Colonel	£. s. d. - 17 -	£. s. d. - 3 -	£. s. d. 20 - -	£. s. d. - 5 6	£. s. d. - 3 -	£. s. d. 540 2 6
Major, senior	- 16 -	-	20 - -	- 4 6	- 1 6	421 10 -
Major	- 16 -	-	-	- 4 6	- 1 6	401 10 -
Captain	- 11 7	-	-	- 3 3	-	270 14 2
Lieutenant : On promotion	- 6 6	-	-	- 3 -	-	173 7 6
After 10 years' service	- 7 6	-	-	- 3 -	-	191 12 6
Second Lieutenant : On appointment	- 5 3	-	-	- 3 -	-	150 11 3
After 3 years' service	- 6 6	-	-	- 3 -	-	173 7 6
Adjutant (extra)	- 3 6	-	-	-	- 1 6	91 5 -
P R O P O S E D R A T E S.						
Lieutenant Colonel	- 18 -	- 3 -	-	- 5 6	- 3 -	538 7 6
Second Lieutenant Colonel	- 18 -	-	-	- 5 6	- 1 6	456 5 -
Major : On promotion	- 13 7	-	-	- 4 6	- 1 6	357 7 11
After 3 years' service	- 16 -	-	-	- 4 6	- 1 6	401 10 -
Captain	- 11 7	-	-	- 3 3	-	270 14 2
Lieutenant : On appointment	- 5 3	-	-	- 3 -	-	150 11 3
After 3 years' service	- 6 6	-	-	- 3 -	-	173 7 6
" 10 "	- 7 6	-	-	- 3 -	-	191 12 6
Adjutant (extra)	- 2 -	-	-	-	- 1 6	63 17 6

INDIAN RATES.

R A N K.	P R E S E N T.				
	Pay and Indian Allowances.	Command Pay.	Horse Allowance.	TOTAL per Mensem.	TOTAL per Annum.
	Monthly.	Monthly.	Monthly.		
Lieutenant Colonel	Rs. a. p. 1,002 4 -	Rs. a. p. 400 - -	Rs. a. p. 30 - -	Rs. a. p. 1,432 4 -	£. s. d. 1,432 5 -
Second Lieutenant Colonel	1,002 4 -	-	30 - -	1,032 4 -	1,032 5 -
Major : On promotion	759 3 -	-	30 - -	789 3 -	789 3 9
After 3 years' service	759 3 -	-	30 - -	789 3 -	789 3 9
Captain	415 6 -	30 - -	-	445 6 -	445 7 6
Lieutenant : Under 3 years' service	202 12 5	-	-	202 12 5	202 15 6
Over 3 years' service	256 10 -	-	-	256 10 -	256 12 6
Adjutant (extra)	152 - -	-	-	152 - -	152 - -
P R O P O S E D.					
Lieutenant Colonel	1,002 4 -	400 - -	30 - -	1,432 4 -	1,432 5 -
Second Lieutenant Colonel	870 - -	-	30 - -	900 - -	900 - -
Major : On promotion	540 - -	30 - -	30 - -	600 - -	600 - -
After 3 years' service	759 3 -	30 - -	30 - -	819 3 -	819 3 9
Captain	415 6 -	30 - -	-	445 6 -	445 7 6
Lieutenant : Under 3 years' service	202 12 5	-	-	202 12 5	202 15 6
Over 3 years' service	256 10 -	-	-	256 10 -	256 12 6
Adjutant (extra)	108 - -	-	-	108 - -	108 - -

* See Section 2 of Report.

APPENDIX, No. III.—Present and Proposed Rates of Pay and Allowances—*continued*.

ROYAL HORSE ARTILLERY.

R A N K.	P R E S E N T R A T E S.					
	Pay. — Daily.	Command Pay.	Allowance in lieu of Non- effective. — Yearly.	Lodgings,* Fuel, and Light. — Daily.	Forage at 1 s. 6 d. (Net, after deducting Stoppage of 6 d.) — Daily.	TOTAL per Annum.
	£. s. d.		£. s. d.	£. s. d.	£. s. d.	£. s. d.
Lieutenant Colonel - - - - -	1 6 9	7 l. 13 s. a day for the whole Corps of Artillery.	—	- 5 6	- 4 -	661 11 3†
Major - - - - -	- 19 6		20 - -	- 4 6	- 3 -	512 15 -
Captain - - - - -	- 16 -		—	- 3 3	- 2 -	387 16 3
Lieutenant :						
On appointment - - - - -	- 8 7		—	- 3 -	- 2 -	247 17 11
After 3 years' service - - - - -	- 9 10		—	- 3 -	- 2 -	270 14 2
After 10 years' service - - - - -	- 10 10	—	- 3 -	- 3 -	288 19 2	
Adjutant (extra) - - - - -	- 1 8	—	—	- 1 -	48 13 4	
P R O P O S E D R A T E S.						
					(Without Stoppage.)	
Lieutenant Colonel - - - - -	1 4 9	- 3 -	—	- 5 6	- 6 -	716 6 3
Major - - - - -	- 19 -	—	—	- 4 6	- 4 6	511 - -
Captain - - - - -	- 15 -	—	—	- 3 3	- 3 -	387 16 3
Lieutenant :						
On appointment - - - - -	- 7 8	—	—	- 3 -	- 3 -	249 8 4.
After 3 years' service - - - - -	- 8 10	—	—	- 3 -	- 3 -	270 14 2
After 10 years' service - - - - -	- 9 10	—	—	- 3 -	- 3 -	288 19 2
Adjutant (extra) - - - - -	- 1 8	—	—	—	- 1 6	57 15 10

* See Section 2 of Report.

† Besides Command Pay.

INDIAN RATES.

R A N K.	Pay and Indian Allowances.	Command Pay.	Horse Allowance.	TOTAL per Mensem.	TOTAL per Annum.
	Monthly.	Monthly.	Monthly.		
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	£. s. d.
Lieutenant Colonel - - - - -	1,087 - -	—	120 - -	1,157 - -	1,157 - -
Major - - - - -	759 6 4	50 - -	120 - -	929 6 4	929 7 11
Captain - - - - -	473 - 4	—	90 - -	563 - 4	563 - 5
Lieutenant :					
Under 3 years' service - - - - -	250 10 4	—	60 - -	310 10 4	310 12 11
Over 3 years' service - - - - -	305 4 -	—	60 - -	365 4 -	365 5 -
Adjutant (extra) - - - - -	92 7 -	—	—	92 7 -	92 8 9

APPENDIX No. III.—Present and Proposed Rates of Pay and Allowances—*continued*.

ROYAL ARTILLERY (Field and Garrison).

R A N K.	P R E S E N T R A T E S.				
	<u>Pay.</u> Daily.	Command Pay.	Lodging, Fuel, and Light. <u>Daily.</u>	<u>Forage.</u> Daily.	TOTAL per Annum.
	£. s. d.		£. s. d.	£. s. d.	£. s. d.
Lieutenant Colonel - - - - -	- 18 -	7 l. 13 s. a day for the whole Corps of Artillery.	- 5 6	- 1 6	456 5 -†
Major - - - - -	- 16 -		- 4 6	- 1 6†	401 10 - or
Captain - - - - -	- 11 -		- 3 3	—	374 2 6
Lieutenant :					260 1 3
On Appointment - - - - -	- 5 7		- 3 -	—	156 12 11
After Three Years' Service - - - - -	- 6 10		- 3 -	—	179 9 2
„ Ten „ - - - - -	- 7 10		- 3 -	—	197 14 2
Adjutant (extra) - - - - -	- 1 8	—	- 1 6	57 15 10	
P R O P O S E D R A T E S.					
Lieutenant Colonel - - - - -	- 18 -	- 3 -	- 5 6	- 6 -	511 - -
Major - - - - -	- 16 -	—	- 4 6	- 1 6†	401 10 - or
Captain - - - - -	- 11 7	—	- 3 3	—	374 2 6
Lieutenant :					270 14 2
On Appointment - - - - -	- 5 7	—	- 3 -	—	156 12 11
After Three Years' Service - - - - -	- 6 10	—	- 3 -	—	179 9 2
„ Ten „ „ - - - - -	- 7 10	—	- 3 -	—	197 14 2
Adjutant (extra) - - - - -	- 1 8	—	—	- 1 6	57 15 10

* See Section 2 of Report.

† Besides Command Pay.

‡ In Field Batteries only.

INDIAN RATES.

R A N K.	Pay and Indian Allowances. Monthly.	Command Pay. Monthly.	Horse Allowance. Monthly.	TOTAL per Mensem.	TOTAL per Annum.
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	£. s. d.
Lieutenant General - - - - -	1,002 4 -	-	30 - -	1,032 4 -	1,032 5 -
Major - - - - -	709 3 -	50 - -	\$60 - -	819 3 - or 759 3 -	819 3 9 759 3 9
Captain - - - - -	417 7 8	-	\$60 - -	477 7 8 or 417 7 8	477 9 5 417 9 5
Lieutenant :					
Under Three Years' Service - - - - -	213 5 -	-	\$30 - -	243 5 - or 213 5 -	243 6 3 213 6 3
Over Three Years' Service - - - - -	265 12 -	-	\$30 - -	295 12 - or 265 12 -	295 15 - 265 15 -
Adjutant (extra) { Field - - - - -	122 - -	-	-	122 - -	122 - -
{ Garrison - - - - -	152 - -	-	-	152 - -	152 - -

§ Field Brigades only.

APPENDIX No. III.—Present and Proposed Rates of Pay and Allowances—continued.

ROYAL ENGINEERS.

RANKS.	PRESENT RATES.					
	Regimental Pay. Daily.	Extra Pay.		Forage at 1 s. 6 d. Daily.	TOTAL per Diem.	TOTAL per Annum.
		London District or Abroad. Daily.	Home. Daily.			
	£. s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.
Lieutenant Colonel - - - -	- 18 -	- 18 -	- 9 -	- 1 6	1 17 6 or 1 8 6 1 10 -	684 7 6 520 2 6 547 10 -
Major - - - - -	- 16 -	- 14 -	- 6 6	—	1 2 6 or - 19 - - 15 -	410 12 6 346 15 - 273 15 -
Captain - - - - -	- 11 -	- 8 -	- 4 -	—	- 11 2 or - 8 4 - 13 8	203 15 10 152 1 8 249 8 4
Lieutenant :						
On appointment - - - - -	- 5 7	- 5 7	- 2 9	—	- 10 3 or - 15 8	187 1 3 285 18 4
After Three Years' Service - - - -	- 6 10	- 6 10	- 3 5	—	- 11 9 or - 11 -	214 8 9 200 15 -
" Ten " " - - - - -	- 7 10	- 7 10	- 3 11	—	- 7 -	127 15 -
Adjutant (extra) - - - - -	- 5 6	—	- 4 -	- 1 6	—	—
PROPOSED RATES.						
	Pay. Daily.	Engineer Pay. Daily.	Command Pay. Daily.	Lodging, Fuel,* and Light. Daily.	Forage Daily.	TOTAL per Annum.
	£. s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.
Lieutenant Colonel - - - - -	- 18 -	- 14 -	- 3 -	- 5 6	- 1 6	766 10 - 538 7 6
Major - - - - -	- 16 -	- 9 -	—	- 4 6	- 1 6†	565 15 - 380 4 2
Captain - - - - -	- 11 7	- 6 -	—	- 3 3	—	—
Lieutenant :						
Under Instruction - - - - -	- 5 7	- 2 -	—	- 3 -	—	193 2 11
" Three Years' Service - - - - -	- 5 7	- 4 -	—	- 3 -	—	229 12 11
Over Three Years' Service - - - - -	- 6 10	- 4 -	—	- 3 -	—	252 9 2
" Ten " " - - - - -	- 7 10	- 4 -	—	- 3 -	—	270 14 2
Adjutant (extra) - - - - -	- 5 6	—	—	—	- 1 6	127 15 -

* See Section 2 of Report. † In Royal Engineer Troops only.

INDIAN RATES.

RANK.	Pay and Indian Allowances. Monthly.	TOTAL per Mensem.	TOTAL per Annum.
	Rs. a. p.	Rs. a. p.	£. s. d.
Lieutenant Colonel - - - - -	1,002 4 -	1,002 4 -	1,002 5 -
Major - - - - -	709 3 -	709 3 -	709 3 9
Captain - - - - -	433 10 -	433 10 -	433 12 6
Lieutenant :			
On Appointment - - - - -	213 5 -	213 5 -	213 6 3
After Three Years' Service - - - - -	265 12 -	265 12 -	265 15 -
" Ten " " - - - - -	265 12 -	265 12 -	265 15 -
Adjutant (extra) - - - - -	-	-	-

Appendix, No. 7.

PAPER handed in by Mr. R. H. Knox, C.B.

WAR OFFICE ESTABLISHMENT.

LIST of all Retirements on Re-organisation of Office during the Years from 1878 to 1880.

Age on Retirement.	Period of Service.	Position.	N A M E.	Salary at time of Retirement.	Amount of Pension.	Gratuity.	REMARKS.
	Y. M.			£.	£. s. d.	£. s. d.	
66	37.3	Principal Bookkeeper, War Office	Hanby, John* -	900	600 - -	619 14 6	Died 22nd February 1886.
64	48.9	Senior Clerk - - ditto -	Bruce, Charles* -	600	400 - -	1,000 - -	
64	46.4	- ditto - - - ditto -	Brown, Spencer* -	600	400 - -	1,000 - -	Committed 21st August 1879.
63	42.8	2nd Class Clerk - - ditto -	Bertolacci, F. R.* -	500	333 6 8	911 10 -	
63	32.7	- ditto - ditto - - ditto -	Dodd, Henry* -	495	330 - -	984 15 11	
63	44.6	Principal, Adjutant General's Office -	Syms, E. G.* -	600	533 6 8	1,000 - -	
62	31.6	2nd Class Clerk - - War Office	Cronchey, Joseph* -	500	333 6 8	537 7 11	
62	41.1	Senior - - - - ditto -	Ward, John F.* -	600	400 - -	690 19 3	
61	31.0	ditto - - - - ditto -	Lipscombe, John* -	560	373 6 8	609 3 6	
61	35.8	Principal - - - - ditto -	Bramwell, Thomas B.*	800	533 6 8	646 17 -	
60	37.5	2nd Class Clerk - - ditto -	Pothonier, Francis* -	500	333 6 8	610 - -	Died 26th July 1880.
60	24.10	Junior - - - - ditto -	Hall, R. R.* -	400	226 13 4	1,000 - -	
59	34.0	Assistant Accountant General, ditto -	Hood, Henry S.* -	900	600 - -	500 - -	
59	45.6	Senior Clerk - - - - ditto -	Rudd, William J.* -	580	386 13 4	1,000 - -	
58	38.0	Accountant General - ditto -	Milton (C.B.), John*	1,500	1,200 - -	- -	Committed 10th August 1880. Died 2nd February 1881.
58	41.6	2nd Class Clerk - ditto -	Buncombe, Thomas*	500	333 6 8	903 11 2	
58	40.7	Principal - - - - ditto -	Pennington, Edward*	1,000	666 13 4	820 2 8	
58	41.8	2nd Class Clerk - - ditto -	Boyer, George P.* -	500	333 6 8	1,000 - -	
56	39.3	1st Class ditto - ditto -	Dowling, Thurlow -	£00	533 6 8	744 13 2	Died 16th April 1880.
56	33.1	Principal - - - - ditto -	Daye, R. P. -	800	533 6 8	602 14 9	
56	33.8	Senior Clerk - - - - ditto -	Piper, John W.	600	400 - -	515 12 4	
53	24.0	ditto - - - - ditto -	Jermyn, Richard F. -	560	317 6 8	537 8 -	
52	28.9	Junior Clerk - - - - ditto -	Cook, George R. -	400	253 6 8	1,000 - -	
52	29.0	Senior Clerk - - - - ditto -	Minney, Henry -	650	422 10 -	314 5 -	Died 1st February 1879 .
52	36.11	Principal - - - - ditto -	Byham, George -	800	533 6 8	701 4 7	
52	32.9	Senior Clerk - - - - ditto -	Richards, Henry -	600	400 - -	607 16 1	
Carried forward - - - £.					11,709 16 8	18,857 16 10	

* The pensions (included above) of those of more than 58 years of age amount to 8,316 l. 13 s. 4 d.

List of all Retirements on Re-organisation of Office during the Years from 1878 to 1880—continued.

Age on Retirement.	Period of Service.	Position.	N A M E.	Salary at time of Retirement	Amount of Pension.	Gratuity.	REMARKS.
	Y M.			£.	£. s. d.	£. s. d.	
			Brought forward	- - -	11,709 16 8	18,857 15 10	
52	37.8	Senior Clerk - - - War Office	Mumford, John J. -	600	400 - -	688 9 10	
52	25.0	Junior - - - ditto	Tucker, Thomas H. -	400	233 6 8	1,000 - -	
51	34.8	Assistant Principal - ditto	Alexander, William -	650	433 6 8	712 17 0	Commuted 1st March 1879.
51	30.0	2nd Class Clerk - ditto	Amadel, Frederick -	500	238 6 8	724 15 10	
50	33.8	Assistant Principal - ditto	Gibbon, Arthur -	650	433 6 8	520 19 2	
50	31.9	- ditto - ditto - ditto	Mather, Charles W. -	700	466 13 4	624 2 2	
42	25.4	- ditto - ditto - ditto	Beresford, F. G. -	650	379 8 4	381 2 -	
43	23.2	Senior Clerk - - - ditto	Hawilton, Hans P. -	560	308 - -	525 12 2	Died 12th January 1886.
40	22.8	Junior Clerk - - - ditto	Lambert, John C. -	400	213 6 8	1,000 - -	
44	22.0	ditto - - - ditto	Plater, Edward -	400	213 6 8	1,000 - -	Commuted 11th February 1879.
35	16.9	ditto - - - ditto	Newland, Henry -	265	132 10 -	711 10 -	
41	23.0	ditto - - - ditto	Bewley, George E. -	400	220 - -	1,000 - -	Died 23rd July 1885.
40	22.10	ditto - - - ditto	Tanner, Alfred H. -	400	213 6 8	812 12 -	
47	28.7	Senior Clerk - - - ditto	Roberts, Samuel -	560	354 13 4	751 10 -	Commuted 18th October 1880.
40	22.9	Junior - - - ditto	Smith, Henry J. -	430	218 13 4	1,000 - -	Died 10th November 1879.
42	25.4	2nd Class Clerk - ditto	Nicholls, John F. -	480	280 - -	896 14 4	
48	28.8	Senior Clerk - - - ditto	Hawker, Adolphus O. -	600	390 - -	612 6 7	
43	26.2	Junior Clerk - - - ditto	Parry, Henry J. P. -	400	240 - -	1,000 - -	
48	31.0	ditto - - - ditto	Kendall, James - -	400	266 13 4	1,000 - -	
39	20.0	ditto - - - ditto	Higgins, Henry -	360	180 - -	889 17 3	
41	22.10	ditto - - - ditto	Tompkins, William E. -	400	213 6 8	1,000 - -	Died 23rd June 1881.
47	30.5	ditto - Army Manufacturing Department.	Millar, W. H. - -	400	266 13 4	1,000 - -	
44	26.6	2nd Class Clerk - - War Office	Hagger, Alfred -	500	300 - -	656 14 3	
46	26.6	- ditto - - - ditto	Fitzpatrick, Walter -	500	300 - -	392 14 10	Commuted 14th January 1880.
43	22.2	Junior Clerk - - - ditto	O'Donnell, Joseph -	400	213 6 8	1,000 - -	
43	20.0	- ditto - - - ditto	Peel, Lawrence -	400	200 - -	1,000 - -	
37	19.5	- ditto - - - ditto	Granville, R. H. -	375	187 10 -	907 16 2	
37	19.7	- ditto - - - ditto	M'Mahon, R. B. -	390	195 - -	956 14 3	
37	15.9	- ditto - - - ditto	Soppitt, Henry -	330	165 - -	790 13 8	Commuted 14th August 1880.
34	15.4	- ditto - - - ditto	Emery, Charles G. -	330	165 - -	769 6 3	
46	17.2	- ditto - - - ditto	Greatrex, N. T. -	330	165 - -	755 9 6	
31	11.6	- ditto - - - ditto	Peel, Robert - -	270	135 - -	578 7 2	Died 5th November 1882.
41	23.0	- ditto - - - ditto	Reekes, G. H. - -	480	264 - -	1,000 - -	
42	23.8	- ditto - - - ditto	James, Henry G. -	400	220 - -	1,000 - -	
41	22.4	- ditto - - - ditto	Hare, Henry - -	345	184 - -	825 4 -	
45	24.3	Senior Clerk - - - ditto	Little, A. J. G. -	500	317 6 8	587 10 6	Commuted 29th April 1881.
38	21.1	Junior Clerk - - - ditto	King, Robert - -	400	206 13 4	1,000 - -	Commuted 31st March 1880.
40	18.4	ditto - - - ditto	Wisbey, Charles C.S. -	475	237 10 -	903 5 9	Commuted 19th June 1879.
			Carried forward	- - -	21,554 16 8	49,834 1 -	

List of all Retirements on Re-organisation of Office during the Years from 1878 to 1880—continued.

Age on Retirement.	Period of Service.	Position.	N A M E.	Salary at time of Retirement.	Amount of Pension.	Gratuity.	REMARKS.
				£.	£. s. d.	£. s. d.	
			Brought forward - - -	- - -	21,554 16 8	49,834 1 -	
29	10.9	Junior Clerk - - War Office	Ludlam, George -	255	127 10 -	537 7 11	Died 27th June 1881.
-	7.0	Permanent Under Secretary of State, War Office	Vivian, Hon. J. C. -	2,000	1,000 - -	- - -	Died 23rd January 1879.
37	18.2	Junior Clerk - - ditto -	Carew, Frank - -	375	187 10 -	900 5 5	Died 11th January 1881.
47	30.0	Principal - - - ditto -	Jolly, John R. -	800	533 6 8	509 6 3	Commuted 14th February 1879.
41	25.0	Senior Clerk - - - ditto -	Forster, John A. F. -	700	408 6 8	479 9 -	Commuted 3rd March 1879.
44	24.0	Junior Clerk - - - ditto -	Scarth, Thomas Henry.	400	226 13 4	1,000 - -	
48	23.3	ditto - - - - ditto -	Wetherell, Thomas Frederick.	400	220 - -	1,000 - -	
41	25.2	Senior Clerk - - - ditto -	O'Neill, John - -	600	350 - -	377 16 2	Commuted 18th March 1879.
30	12.9	Junior Clerk - - - ditto -	Houndle, Edwin L. G.	285	142 10 -	632 14 9	
40	22.0	ditto - - - - ditto -	Witten, Henry -	400	213 6 8	1,000 - -	
47	31.11	Senior Clerk - - - ditto -	Raitt, Ernest R. -	600	400 - -	715 15 -	
46	23.9	Junior Clerk - - - ditto -	Wylde, Charles -	480	253 - -	1,000 - -	Died 11th January 1884.
41	23.2	ditto - - - - ditto -	Bryant, William Charles.	490	220 - -	1,000 - -	Commuted 30th April 1880.
42	23.2	ditto - - - - ditto -	Buck, William R. -	400	220 - -	1,000 - -	
38	18.7	ditto - - - - ditto -	Mulley, Walter C. -	420	210 - -	850 5 5	Died 10th June 1884.
49	33.10	Assistant Principal - ditto -	Gladstone, James N.	650	433 6 8	639 6 3	Commuted 10th November 1879.
49	28.0	Senior Clerk - - - ditto -	Hardinge, Heathcote	600	380 - -	512 3 9	
46	24.0	Junior - - - - ditto -	Ryder, Alfred H. -	360	204 - -	854 18 7	Died 2nd August 1887.
42	18.10	ditto - - - - ditto -	Goold, James - -	345	172 10 -	910 5 5	
49	24.5	Senior Clerk - - - ditto -	Chambers, R. H. -	580	328 13 4	532 12 1	Commuted 11th July 1879.
42	23.3	Junior Clerk - - - ditto -	Speed, Henry F. -	400	220 - -	1,000 - -	
37	18.10	ditto - - - - ditto -	Scott, Clement W. -	360	180 - -	860 16 5	Commuted 9th October 1879.
39	21.3	2nd Class Clerk - - ditto -	O'Neil, W. Gordon -	465	240 5 -	479 14 6	Commuted 27th January 1881.
44	28.1	Senior Clerk - - - ditto -	Stuart, Alexander -	600	380 - -	508 18 -	
43	24.3	2nd Class Clerk - - ditto -	Cleveland, Arthur C.	465	263 10 -	980 16 5	Commuted 29th June 1880.
34	16.0	3rd ditto - - - ditto -	O'Connor, A. J. B. -	345	172 10 -	800 13 8	Commuted 25th October 1879.
46	21.5	Junior Clerk - - - ditto -	Fraser, A. A. - -	360	186 - -	873 8 5	
41	24.0	ditto - - - - ditto -	Brickwood, E. D. -	460	260 13 4	1,000 - -	
39	21.4	ditto - - - - ditto -	Harris, Martin C. -	360	186 - -	856 - 6	Commuted 22nd December 1879.
38	20.0	ditto - - - - ditto -	Stewart, Daniel -	400	200 - -	1,000 - -	
43	20.6	ditto - - - - ditto -	M'Caul, Samuel -	390	195 - -	950 2 8	
42	21.3	ditto - - - - ditto -	Rolph, George F. -	390	201 10 -	950 5 5	
42	24.0	ditto - - - - ditto -	Silvester, Edward James.	400	226 13 4	1,000 - -	
46	26.11	Senior Clerk - - - ditto -	Mould, George S. -	600	360 - -	402 14 9	
42	17.2	Junior Clerk - - - ditto -	Lindon, H. V. -	360	180 - -	860 - -	Commuted 1st September 1880.
37	17.9	ditto - - - - ditto -	Molyneux, F. H. -	360	180 - -	890 15 8	
			Carried forward - - £.	- - -	31,417 11 8	77,709 13 9	

List of all Retirements on Reorganisation of Office during the Years from 1878 to 1880—continued.

Age on Retirement.	Period of Service.	Position.	N A M E.	Salary at time of Retirement.	Amount of Pension.	Gratuity.	REMARKS.
				£.	£. s. d.	£. s. d.	
			Brought forward -	-	31,417 11 8	77,700 13 9	
38	Y. M. 17.11	Junior Clerk - - - War Office	Theed, William S. -	340	170 - -	878 15 4	{ Name removed from Pension List, 2 May 1883.
40	21.7	ditto - - - ditto -	Thorn, Percy -	410	211 16 8	969 6 3	
49	26.0	Senior Clerk - - - ditto -	Hillman, John -	600	360 - -	365 1 4	
49	30.1	ditto - - - ditto -	Brand, W. J. F. -	600	400 - -	494 15 11	
42	20.4	Junior Clerk - - - ditto -	Richardson, D. F. F.	390	195 - -	997 5 3	
43	26.0	Senior Clerk - - - ditto -	FitzRoy, Orlando C.	600	360 - -	546 17 -	Died 4 May 1880.
40	21.3	Junior Clerk - - - ditto -	Miller, Edward J. -	400	206 13 4	1,000 - -	
45	23.9	- ditto - - - ditto -	Hemson, J. A. -	375	206 5 -	904 10 4	
39	16.0	- ditto - - - ditto -	Stead, Samuel, A. -	325	102 10 -	800 5 5	
34	16.9	- ditto - - - ditto -	Oukes, M. N. -	235	117 10 -	645 15 1	
35	17.0	- ditto - - - ditto -	Gladwin, H. F. -	295	147 10 -	803 11 2	Commuted 6th July 1880.
44	24.5	- ditto - - - ditto -	Birch, Samuel -	375	212 10 -	900 16 5	
43	26.4	Senior Clerk - - - ditto -	Slade, Augustus A. -	600	360 - -	580 19 2	
43	26.8	2nd Class Clerk - - - ditto -	Berkeley, Francis -	500	300 - -	602 9 3	
40	19.11	Junior Clerk - - - ditto -	Hunt, Warwick A. -	375	187 10 -	902 14 9	
48	24.2	ditto - - - ditto -	Yelf, Frederick S. -	400	226 13 4	1,000 - -	
39	21.6	ditto - - - ditto -	Garrett, W. R. -	375	193 15 -	903 12 -	
49	26.2	2nd Class Clerk - - - ditto -	Connolly, James -	480	288 - -	901 10 1	Died 21st December 1883.
45	24.9	Junior Clerk - - - ditto -	White, Esmonde, T. -	400	226 13 4	1,000 - -	Died 20th February 1882.
40	19.11	ditto - - - ditto -	Jacob, Thos. W. -	375	187 10 -	902 14 9	
36	16.7	ditto - - - ditto -	Reeve, Edward B. -	325	162 10 -	830 6 3	
42	24.3	ditto - - - ditto -	O'Hea, Matthew -	500	283 6 8	479 9 -	
39	16.0	ditto - - - ditto -	Sceales, Andrew D. -	280	140 - -	688 15 4	
39	19.9	ditto - - - ditto -	Futcher, Charles -	355	177 10 -	902 14 9	
68	20.4	ditto - - - ditto -	Rochat, S. C. -	390	195 - -	997 5 3	
43	25.2	ditto - - - ditto -	Revell, Charles S. -	355	207 1 8	900 5 5	
34	16.11	ditto - - - ditto -	Lewis, William L. -	330	140 - -	785 9 7	Commuted 22nd May 1884.
44	26.9	ditto - - - ditto -	Steward, J. B. H. -	400	240 - -	1,000 - -	
37	17.6	ditto - - - ditto -	Hollings, John C. -	340	170 - -	875 6 10	
46	23.0	ditto - - - ditto -	Winslow, E. H. -	500	275 - -	1,000 - -	
42	26.0	Senior Clerk - - - ditto -	Griffiths, S. L. -	560	336 - -	900 - -	
44	25.9	ditto - - - ditto -	Westmacott, F. H. -	600	350 - -	547 8 -	
45	24.2	Junior Clerk - - - ditto -	Fyler, William S. -	400	226 13 4	1,000 - -	Commuted 5th February 1881.
45	28.4	Senior Clerk - - - ditto -	Payne, John P. -	600	380 - -	684 2 2	
47	25.10	ditto - - - ditto -	Stuart, John A. -	600	350 - -	498 18 1	
46	25.2	ditto - - - ditto -	D'Alton, Oliver -	600	350 - -	505 1 4	
36	17.6	Junior Clerk - - - ditto -	Gray, Horace W. -	416	208 3 3	875 4 1	
33	6.4	3rd Class Clerk - - - ditto -	Michell, Robert -	160	16 - -	-	
39	16.3	Junior Clerk - - - ditto -	Macarthy, J. V. -	325	- - -	814 13 1	{ Died 20th Aug. 1879. Gratuity paid to Widow.
				£.	40,344 13 3	108,085 12 -*	

* The amount awarded in gratuities is equivalent to an annuity of 7,473 l. 7 s. on the lives of the recipients.

NOTE to the foregoing.

The saving on the Effective Votes caused by the re-organisation of 1878-79 was 42,979 l. (see Statement B., page 432, of Appendix to Report of Royal Commission on Civil Establishments). From this should be deducted the non-effective charge for pensions amounting to 40,344 l., and a further annual charge of 7,473 l., being an annuity equivalent to the gratuities, making a total of 47,817 l. But as 8,316 l. of this sum was paid to clerks over 58 years of age, whose retirement was therefore normally imminent, that sum, at least, should be deducted from the non-effective charge, which would therefore be 39,501 l. A further saving would accrue, but can hardly be estimated, for the pension charge which was extinguished by the retirement of all the remaining clerks who would otherwise have ultimately retired on higher salaries and on longer service.

MEMORANDUM as to the effect of Voluntary Retirement on the Calculations of the Non-Effective Charge for Officers.

In the calculations of 1877 and 1881 it was generally supposed that with so many points for compulsory exit, voluntary retirement might be disregarded as a serious factor in estimating the Non-effective Charge. Further, as voluntary retirement might act unequally under different Warrants, it became a disturbing element in a comparison between them. Lastly, as the voluntary pensions were intended to be less costly than the compulsory retirements (*i.e.*, ultimately), there appeared little object in taking them into account. For these reasons, retirement under the respective Warrants was calculated at its maximum cost, and slowest action on promotion; that is, without the operation of voluntary retirement.

In practice, however, it has appeared that during the first 27 years of service voluntary retirement has been a potent factor. The result has been much more rapid promotion to the ranks of captain and major than was expected, while comparatively few majors have come up for compulsory retirement. As regards charge, there has been an immediate increase, although it will be ultimately an economy, as (with few exceptions) the voluntary rates are less expensive to the public than those for compulsory retirement.

Having in view the great effect on promotion which voluntary retirement has had it became impossible to ignore it in calculating the probable result of the new Warrant of 1886; and to obtain a basis for comparison it was necessary to recast the calculations for the Warrant of 1881 on the assumption that voluntary retirement of the intensity prevalent in 1886 was normally at work. This, with the changes in numbers which had taken place in the interval since 1881, brought the Estimate for 1886 of normal Non-effective Charge under the Warrant of 1881 to the following total:—

[Note.—The charge for general officers is included in the several arms.]	British Charge.	Indian Charge.	TOTAL.
	£.	£.	£.
CAVALRY	104,993	36,610	141,603
FOOT GUARDS	33,019	-	33,019
INFANTRY	521,600	299,199	820,799
ARTILLERY	250,840	125,000	375,840
ENGINEERS	149,062	Not calculated.	149,062
£.	1,059,014	460,809	1,520,323

being (after allowing for the Indian Engineers) 61,110 *l.* less than the Estimate from which voluntary retirement was excluded.

16th July 1888.

(signed) *Denham Robinson.*

Appendix, No. 8.

PAPER handed in by Sir R. Welby, K.C.B.

RETURN of STATEMENTS laid upon the Table of the House of Commons, in accordance with the Resolution of 4th March 1879, of Cases in which the Naval and Military Departments have obtained the Sanction of the Treasury to the application of an Actual or Anticipated Surplus on one Vote to meet a Deficiency on another Vote, within the Financial Year.

Number of Paper.	Date of Treasury Minute.	Date of Laying on Table of House.	Amount of Expenditure Sanctioned.	Vote on which Deficiency is caused.	Vote on which Surplus has accrued.	Service for which Expenditure is Authorised.	Date of Payment.	REMARKS.
				NAVY:				
1368—1881	26 January 1881	28 January 1881	£. s. d. 3,000 — —	Vote 6 — —	1880—81. Vote 10, Sect. 2 1881—82.	Shipbuilding at Portsmouth — —	During last quarter of financial year.	
20,498—1881	13 December 1881	7 February 1882	17,000 — —	Vote 6 — —	Vote 10, Sect. 2	Completion of "Inflexible" and "Mercury."	Between July 1881 and March 1882.	
5788—1882	30 March 1882	17 April 1882	6,000 — — 1,850 — — 100 — — 1,000 — — 6,000 — —	" — — " — — " — — Vote 11 — —	" — — " — — " — — " — —	Malta; Repair of Ships — — Extra Police in Dockyards — — Deptford; Shipping of Stores — — Cape; Wages; Transvaal — — Additional Machinery — —	Payments spread throughout the year.	
5841—1882	30 March 1882	17 April 1882	74,000 — —	Vote 10, Sect. 1	Votes 1, 2, 5 & 11 1882—83.	Purchases of Timber, Armour, and Steel Plates.		
5203—1883	19 March 1883	30 March 1883	20,000 — —	Vote 2 — —	Votes 1, 4, 5 & 11	Provisions and Victualling Stores — —	- ditto - ditto.	
6007—1883	31 March 1883	5 April 1883	86,510 — —	Vote 6 — —	Vote 10, Sect. 2 1883—84.	Dockyards; Wages — —	- ditto - ditto.	
16,856—1883	12 October 1883	8 February 1884	35,000 — —	Vote 6 — —	Vote 10, Sect. 2	- ditto - ditto — —	Between July 1883 and March 1884.	
5966—1884	29 March 1884	7 April 1884	60,259 — — 695 — —	" — — Vote 8 — —	" — — Navy generally.	- ditto - ditto — — Chatham Marine Infirmary; Water supply	Throughout the year. August and October 1883, and February 1884.	
			31,000 — — 4,700 — —	Vote 10, Sect. 1 Vote 11 — —	Vote 10, Sect. 2 " — —	Metal Plates, Coals, &c. — — Machinery — —	Throughout the year.	
5544—1885	31 March 1885	14 April 1885	42,000 — —	Vote 6 — —	Vote 10, Sect. 2 1884—85.	To expedite shipbuilding — —		
			ARMY:					
8136—1883	8 May 1883	9 May 1883	351 6 6	Vote 14 — —	1883—84. Army Votes generally.	Hibernian Military School; Washing —	Continuously throughout the year.	No excess was, in fact, caused by this service.
4519—1888	15 March 1888	27 March 1888	25,000 — —	Vote 15 — —	Vote 12 — — 1887—88.	Purchase of the Watkin Range Finder —	24 March 1888.	

Appendix, No. 9.

PAPER handed in by Mr. Denham Robinson.

AVERAGE SERVICE of the OFFICERS Promoted in the several Arms of the Service during certain Years.

YEAR.	Household Cavalry.			Cavalry of the Line.			Foot Guards.			Infantry of the Line.			Royal Artillery.			Royal Engineers.		
	Captain.	Major.	Lieut. Colonel.	Captain.	Major.	Lieut. Colonel.	Captain, Lieut. Colonel.	Regimental Major.	Regimental Lieut. Colonel.	Captain.	Major.	Lieut. Colonel.	Second Captain.	Captain.	Lieut. Colonel.	Second Captain.	Captain.	Lieut. Colonel.
1839	Yrs. Mths. 7 2	Yrs. Mths. 17 1	Yrs. Mths. 24 6	Yrs. Mths. 8 4	Yrs. Mths. 17 9	Yrs. Mths. 23 5	Yrs. Mths. 15 5	Yrs. Mths. 32 6	Yrs. Mths. 36 6	Yrs. Mths. 11 2	Yrs. Mths. 22 8	Yrs. Mths. 29 2	Yrs. Mths. 18 10	Yrs. Mths. 30 4	Yrs. Mths. 35 9	Yrs. Mths. 22 11	Yrs. Mths. 26 1	Yrs. Mths. 29 8
1845	8 2	21 11	30 0	8 4	17 11	23 10	16 3	31 2	34 8	10 6	21 7	27 11	11 4	22 2	39 1	12 0	29 2	35 10
1851	8 1	23 11	33 0	7 10	17 3	21 1	15 0	31 0	35 10	9 0	19 2	24 5	7 9	10 7	34 9	10 11	17 6	36 10
1857	7 4	22 2	27 6	7 2	15 7	19 10	11 9	22 2	22 6	7 9	17 0	21 4	6 10	11 2	20 10	9 6	12 11	23 4
1863	5 11	16 11	19 10	6 2	12 10	16 3	10 6	18 5	21 1	7 8	16 0	20 0	8 0	13 6	21 2	8 0	15 3	23 3
1869	6 6	14 11	16 1	6 9	14 4	18 4	10 11	21 10	24 11	8 7	18 3	23 8	11 11	15 10	23 1	11 7	14 5	23 2
1876	10 10	none promoted.	none promoted.	9 0	16 9	22 4	11 9	none promoted.	none promoted.	11 11	22 7	24 7	12 8	19 7	25 4	13 9	19 2	25 11
1880	10 5	21 0	22 8	7 10	19 8	22 7	11 5	25 6	28 6	10 8	22 8	26 0	10 5	20 6	26 2	12 3	21 6	25 3
1885	7 9	14 7	22 6	7 2	14 0	20 8	11 9	17 1	24 3	8 3	16 10	25 3	8 9	17 5	28 0	11 0	20 0	26 11
1887	8 6	14 8	none promoted.	6 11	14 7	23 0	11 10	none promoted.	24 9	8 1	17 4	27 6	8 4	15 11	27 2	11 0	18 11	27 8

FOURTH
REPORT
FROM THE
SELECT COMMITTEE
ON
ARMY ESTIMATES.

Part III.—Appendix.

*Ordered, by The House of Commons, to be Printed,
10 July 1888.*

[*Price 7½ d.*]

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FIFTH AND FINAL

R E P O R T

FROM THE

SELECT COMMITTEE

ON

ARMY ESTIMATES;

WITH THE

PROCEEDINGS OF THE COMMITTEE.

Ordered, by The House of Commons, to be Printed,
17 July 1888.

LONDON:
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ADAM and CHARLES BLACK, North Bridge, Edinburgh;
and HODGES, FIGGIS, and Co., 104, Grafton-street, Dublin.

Ordered,—[*Tuesday, 13th March 1888*] :—THAT a Select Committee be appointed to examine into the Army Estimates, and to report their Observations thereon to the House.

Ordered,—[*Thursday, 15th March 1888*] :—THAT the Committee do consist of Seventeen Members.

Committee nominated of—

Lord Randolph Churchill.	Sir William Crossman.
Mr. Jennings.	Mr. Childers.
Mr. A. Gathorne-Hardy.	Mr. Henry H. Fowler.
Mr. James Campbell.	Mr. Woodall.
Sir Frederick Fitz Wygram.	Mr. Picton.
Captain Cotton.	Dr. Cameron.
Mr. Brodrick.	Colonel Nolan.
Mr. Edward Stanhope.	Mr. O'Kelly.
Sir Henry Havelock-Allan.	

THAT the Committee have power to send for Persons, Papers, and Records.

THAT Five be the Quorum of the Committee.

Ordered,—[*Wednesday, 11th April 1888*] :—THAT the Reports and Minutes of Evidence of the Select Committee on Army and Navy Estimates of last Session be referred to the Select Committee on Army Estimates.

FIFTH AND FINAL REPORT - - - - - p. iii

PROCEEDINGS OF THE COMMITTEE - - - - - p. xiii

FIFTH AND FINAL REPORT.

THE SELECT COMMITTEE appointed to Examine the ARMY ESTIMATES, and to Report their Observations thereon to the House;—HAVE made further Progress in the Matters to them referred, and have agreed to the following FIFTH and FINAL REPORT:—

VOTE 10.

VOTE 10 is constructed on the same basis as it was last year, except that the charges for transport at home and transport abroad are omitted. There is a net decrease on this Vote as compared with last year of 105,100 *l.* The reduction is due to a diminution of the force in Egypt, and to a fall in prices. Q. 3503 et seq.

The fall in price of provisions at home, is one-third of a penny per diem for each ration.

The evidence given before your Committee shows that the price paid in 1873 for a ration of provisions was 7½ *d.*, whereas the price upon which the present year's estimate is formed is only 4·9 *d.* At first sight a comparison of the estimates of the two years would appear to show an excessive provision in 1888-89 (in view of the great diminution in the cost of supplies), even after allowing for the considerable increase of the Army which has taken place in the interval. Q. 3531.

In 1873 the estimate showed a proposed expenditure of 1,715,100 *l.* upon the services now provided in Vote 10, as against 2,509,000 *l.* included in the 1888 Estimate, or an apparent increase in the latter year of 793,900 *l.* The comparison is however disturbed by the change made in the middle of the year 1873, by which stoppages for rations ceased to be payable by the Army. Formerly a soldier received a rate of pay out of which he had to refund 4½ *d.* a day as a stoppage towards the cost of the ration supplied to him by the Government, and this stoppage was carried as a credit to Vote 10, reducing the gross expenditure for supply services by the amount of such stoppage.

In 1873 the soldier's pay was reduced, and the stoppage abolished; in any comparison, therefore, after that year the stoppages must cease to be taken into account, as they were applied directly in the reduction of the rate of soldier's pay, and no longer had even a nominal connection with Vote 10. The stoppages taken in diminution of the expenditure in the year 1873 amounted to 956,506 *l.*, and, excluding this deduction, so as to effect a proper comparison between the gross expenditure in 1873 and the gross expenditure as taken in 1888, the result shows 2,671,606 *l.* taken for supply services in 1873, as against 2,509,000 *l.* in the present year, or a less expenditure for the services taken in Vote 10 in 1888 of over 160,000 *l.*

This shows that the fall in the market rate of supplies has been so great as to more than counterbalance, and therefore to withdraw from notice, the expenditure arising from the increased establishment of the Army and the Auxiliary forces, and from other new services. Your Committee would point out, however, that this result arises from what may be only a temporary cause, and if any considerable rise in the market rates of produce should occur, the prices paid by the Government will go up, involving a very large automatic charge upon the Vote.

Q. 3535.

The daily ration of a soldier consists of 1 lb. of bread, and $\frac{3}{4}$ lb. of meat. The cost of groceries and vegetables is charged on the soldier's daily pay, and amounts to a deduction of about 3 *d.* a-day. His Royal Highness the Duke of Cambridge and others expressed a decided opinion to your Committee that the soldier does not now get meat enough, and that the allowance ought to be raised from $\frac{3}{4}$ lb. to 1 lb. of meat. Mr. Lawson, the Deputy Accountant General, states that such an increase would represent, at the present prices, an increased charge of a little under 250,000 *l.* a year.

Q. 3526.

The Appropriations in aid of this Vote are less this year than last by some 17,000 *l.* Mr. Lawson accounts for this decrease by stating that the reserve stores remaining over from expeditions have been practically exhausted, and that there are now no reserves in excess of those ordinarily maintained.

VOTE 14.

Upon this Vote the chief witnesses examined have been Mr. Knox, Lord Harris, and Lieut. General Sir R. Biddulph.

Report, Army and
Navy Estimates
Committee, 1887,
Appendix, p. 238.

Mr. Knox is of opinion that 10,000 *l.* represents the actual increase in the Vote for 1887-88, as compared with 1874-75. The Statistical Abstract handed in by him last year shows a larger amount, but this is explained by the transfer of various Votes, and by the different method of framing the Estimates which is now employed. These changes render it difficult, if not impossible, to institute a rigid comparison between the present and former periods, not only in regard to this Vote but to almost all the others. It should, however, be noted, that the Estimates for the current year show a net decrease, as compared with 1887-88, of 6,905 *l.*

Army and Navy
Estimates Com-
mittee, 1887.

Q. 1953.

Ibid.

Q. 1955-1960.

Q. 4372.

The additional charge under the Vote is ascribed mainly to the extra cost of the Royal Military Academy. The expenditure last year was 35,865 *l.*, the number of cadets being 245. Mr. Knox estimates that the cost to the State of each cadet, deducting contributions, is about 70 *l.* Since last year a Committee has very carefully considered the cost of Woolwich and Sandhurst. Their recommendations, which have been approved, have been explained to your Committee by Lord Harris. By the amalgamation of the offices of General and Commandant, and the reduction of Divisional Officers at Sandhurst, considerable economy will be effected. The contribution paid by the cadets who are the sons of civilians, has been raised to 150 *l.* a year, and by this means the total sum from all contributions is estimated to cover the cost of maintenance and education at these institutions. The sons of civilians who have been cadets under this system will not only pay for their own education and maintenance, but will also contribute towards the maintenance of the sons of officers. The whole saving effected by these changes is estimated at from 13,000 *l.* to 14,000 *l.* a year.

Ibid.

Q. 1999-2009.

Q. 4451.

Q. 4495.

Army and Navy
Estimates Com-
mittee, 1887.

Q. 1981.

Ibid.

Q. 1980.

The evidence of Mr. Knox is very decided with regard to the extravagant sum expended on elementary education in connection with the Army. While the facilities for this degree of education have been extended enormously throughout the country, the charges for Regimental and Garrison Schools showed in 1887-88 an increase of about 2,000 *l.*, instead of the reduction which might reasonably have been looked for. In the present year there is a diminution of expenditure amounting to 2,802 *l.*, due to the smaller number of soldier assistants estimated for. This estimate will probably be exceeded. Being questioned on these points, Mr. Knox admitted that, in his opinion, we ought not to be spending "anything like the same amount" as we did in 1874-75, and that he had repeatedly called the attention of the Secretary of State to the subject. He was of opinion that very few Elementary Regimental Schools ought now to be maintained. The regimental system has since last year been to a large extent replaced by that of garrison schools, which will eventually produce a reduction in the number of Army Schoolmasters. Compulsory education of the adult soldier was at the same time abolished, with the satisfactory result that as many soldiers are now attending voluntarily as were to be

SELECT COMMITTEE ON ARMY ESTIMATES.

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be found in the schools under the former system. It must also be remembered that the Educational Establishment can only be altogether abolished, if it is decided to withdraw from the adult soldier the means of continuing his education, and of qualifying himself for non-commissioned rank. Elementary, Regimental, and Garrison Schools cost about 40,000 *l.* a year, and there seems to be no room for doubt that a large part of this expenditure might be saved.

Ibid.
Q. 2027.

On the other hand, Lord Harris expressed the opinion that the children of soldiers should receive their education from the same source from which they derive their living. He is unwilling to trust only to the common schools of the country. He also holds that the existing Board School accommodation would not be adequate to the demands upon it if the children of soldiers were sent to them, and that additional expense would soon be thrown upon the ratepayers. It is clear that this objection can only apply to large garrisons.

Q. 4326.

Q. 4338.

Q. 4326.

Q. 4478.

Lieutenant General Sir R. Biddulph informed your Committee that so far as possible children of soldiers are being sent to civil schools, but this arrangement is more easily effected in the case of depôts than in that of regiments. Your Committee are of opinion that greater economy can be effected in this direction.

Q. 4177.

In respect of the education of officers, the evidence shows that they are still deficient, as a rule, in the knowledge of modern languages, comparatively few being moderately familiar even with French. The examinations of the Army should be made more rigorous in this respect, and the necessity for this change appears to be recognised in recent regulations.

Q. 4540. 4544-15.

Q. 4545.

The standard of education among the rank and file of the Army is higher than it used to be, although it is still low. There are fewer men now who cannot read or write, the total number of illiterates being about 12 per cent. The general results of the Board School system have not, according to Lieutenant General Biddulph, equalled expectation, many of the men who enter the Army having forgotten the little they ever learned. Still, it cannot be doubted that elementary education is much more common in the Army than it was 20 years ago.

Q. 4503.

Q. 4502.

VOTE 16.

Upon this Vote your Committee, in completion of the work of the Army and Navy Estimates Committee of 1887, have taken a considerable mass of valuable evidence, among the witnesses who have given information respecting it being Mr. Knox, Sir Ralph Thompson, General Brackenbury, Colonel Duncan and Lieutenant General Fraser.

The total sum required under the Vote for 1888-89 is 257,900 *l.*, as compared with 205,447 *l.* in 1874-75. The actual increase, according to Mr. Knox, amounts to 12,000 *l.*, and this increase he attributes chiefly to the creation of an Intelligence Department. Transfers of charges, and other changes in the arrangements of business details, render a comparison with former years extremely complicated and difficult.

Q. 6776-78.

The staff of the War Office includes 86 officials, whose salaries reach the sum of 89,466 *l.* The clerks and surveyors number 538 persons, drawing 144,115 *l.* per annum. Copyists and boy clerks are down in this year's Estimates for 8,500 *l.*; in addition, of course, to the other clerical charges. Messengers, office-keepers, and servants, entail an expense of 13,412 *l.* per annum, the War Office occupying 19 houses and 289 rooms.

Q. 4955.

It appears from the Estimates that the increase in the cost of carrying on the War Office has been 20,000 *l.* during the last seven years, and that whereas the German War Office, including Saxony, Wurtemberg, and Bavaria, costs about 160,000 *l.* a-year, ours, as above stated, costs not less than 258,000 *l.*

Army and Navy
Estimates Com-
mittee, 1887,
Q. 3570. 4003-1.

Several officials have disappeared from the Vote this year; the Surveyor General of Ordnance, and his private secretary, the Director and Assistant Director of Supplies and Transport, and others, involving an "apparent" saving

Q. 4762-65.

Q. 4789. of 3,850 *l.* On the other hand the "seconding" of officers for the Intelligence Department throws a charge of 3,000 *l.* on the vote, and the annual increments of salaries amount to 3,000 *l.* The vote on the whole shows a reduction of 1,200 *l.*

Q. 4813-14.
4891-93.

Army and Navy
Estimates Com-
mittee, 1887,
Q. 4117.

Q. 5016.

It has been conclusively shown that the maintenance of the present large staff at the War Office is necessitated by the system now adopted of examining accounts with great and needless detail and repetition. Every pay list or account is accounted for by the paymaster of the district, or the regiment, and is then sent to the War Office, where every fragment of it is gone over again. "If," said General Brackenbury, "you had a system of decentralization of account, with a test audit, such as they have in Germany, instead of this complete audit, with every item gone over again, I believe you would do away with half the clerks in the War Office." A system of this sort is in fact under trial by the War Office with regard to the Paymasters, and if the experiment is successful it is anticipated that a test audit throughout the Departments at the War Office will be sufficient.

Q. 4891-93.

Q. 4908-10.

Q. 4896-98.

Sir Ralph Thompson, the Permanent Under Secretary of State at the War Office, admitted, as a practical man, that much of this audit work might be dispensed with, and that if it were discontinued, a considerable saving of public money would be the result. This reform might be carried out at any time, with the consent of the Treasury, subject to the approval of the Committee on Public Accounts, and your Committee strongly recommend its adoption. The system under which the accounts of the soldiers' pay are rendered, seems somewhat complicated and expensive, particularly when it is borne in mind that the actual payment is made by the commanders of companies, and that the cost of the Pay Department is chiefly incurred for the purposes of audit. It is clear that every further simplification introduced into the accounts of the soldier will result in economies. Steps appear to have been already taken in this direction.

Q. 2152-2165.

Q. 2162.

Army and Navy
Estimates Com-
mittee, 1887,
Q. 2962-2968.

Army and Navy
Estimates Com-
mittee, 1887,
Q. 2725-26.
Q. 4882.

Several instances of the minute and superfluous detail which characterises the daily work of the War Office, will be found in the evidence. In one case an inquiry as to the expenditure of 4*s.* 7*d.* bore eight or nine signatures upon it, and was not fully disposed of till six months after the payment was made. All this calls for "an immense amount of clerical work," which is costly as well as useless. For, in connection with this question, it has to be borne in mind that there are 20 principal clerks in the War Office drawing about 850 *l.* a-year each, 46 others receiving nearly 650 *l.* a-year each, 40 receiving over 450 *l.* a-year, and so on, the total sum paid for civilian clerks alone being 117,589 *l.* The expense of copyists rose from 2,000 *l.* to 4,000 *l.* in one year, and to 7,000 *l.* the following year, below which it does not seem likely to fall under the present system.

The hours of attendance for the whole clerical staff are from 10 till 4, or from 10 till 5. Your Committee are decidedly of opinion that a compulsory attendance of at least seven hours should be required. Clerks, it appears, do sometimes work those hours now, but it should be the rule and not the exception.

Army and Navy
Estimates Com-
mittee, 1887,
Q. 5418-19.
5422-23. 5507.

The labour in connection with correspondence might be curtailed with advantage. Several examples might be found in the Evidence, and it is clear that the exercise of a moderate degree of common sense in these matters would, in itself, suffice to prevent a great waste of time and money.

Army and Navy
Estimates Com-
mittee, 1887,
Q. 2639-43.

Ibid.
Q. 2644.

Ibid.
Q. 3953-54.
Ibid.
Q. 4136-39.

There is some conflict of opinion as to the desirability of utilising the services of military clerks, but the weight of testimony is decidedly in favour of their employment to a much larger extent than is now customary. It would lead to a great saving of public money, and often to greater efficiency. Mr. Knox was alone in expressing a very hostile opinion concerning military clerks. He did not think we ought to "trust military clerks with the cash accounts of the Army." He considered that it would tend to "bring about collusion." Men who have had greater experience of military clerks altogether repudiate these views. General Brackenbury informed your Committee that the clerks employed by him have access to important information and are entirely to be trusted. His own confidential clerk is a Warrant officer, who is "almost entrusted with State secrets." He has never heard of even a suspicion of "collusion"

"collusion" in the German War Office. Other witnesses gave emphatic testimony to the same effect. Sir Ralph Thompson stated that he had no prejudice against the employment of military clerks. The fact remains that 394 civilian clerks are employed in the War Office, and only 87 military clerks, the former costing about 118,000 £, the latter, 9,315 £, exclusive of allowances for lodging, fuel, light, rations, and clothing.

Army and Navy
Estimates Com-
mittee, 1887.
Q. 5243-46.
Q. 4811.

Sir Ralph Thompson is of opinion that it would be advantageous to promote clerks from the War Office to fill vacancies which occur from time to time in other Departments. Such a plan would, in his judgment, be advantageous to the War Office itself, as well as to the public service. Redundant clerks should also be transferred to other offices as opportunities offer.

Q. 5003.

Q. 5004.

The general conclusions at which your Committee have arrived are, that a considerable saving might be effected in this Vote by an improved method of carrying on the work, and by the judicious employment of military clerks. The number of clerks receiving high salaries might be reduced, and, as Mr. Knox recommends, economy might begin at once with the entry of lower division clerks, who now enter the office upon 95 £ a year, and who could well be procured for from 50 £ to 60 £. The limit to which salaries in most cases may advance should be made lower than it is at present, and the hours of service should be increased. With these changes, and the regulation of the correspondence of the office on ordinary business principles, a very material economy might be secured.

Q. 6833.

NON-EFFECTIVE SERVICES.

The Votes for these Services are from 17 to 25. Of these 18, 19, and 21 provide the Non-Effective Charge for Officers of the Regular Forces, 22 and 23 that for Warrant Officers, Non-commissioned Officers and Men, 17 Rewards for Distinguished Service in all Ranks, 25 the charge for Officers of the Auxiliary Forces, 20 that for Widows, and 24 that for Civil Officers in and under the War Office.

VOTES 18, 19.

These are the Votes for the Half-pay and Retired Pay of Officers.

As these Votes, so far as General and Regimental Officers are concerned, have been greatly affected by the abolition of purchase, it may be well that your Committee should state briefly the nature and effect of the successive changes which were caused by that abolition, and the probable financial result in the future.

Before the Crimean War the purchase system had been for many years in its normal condition. About the year 1852 promotion was becoming a little slower, but the average services after which the ranks in the Infantry were obtained were,—

Q. 6903.

Lieutenant	-	-	-	-	21 $\frac{10}{12}$ years.
Captain	-	-	-	-	9 "
Major	-	-	-	-	19 $\frac{2}{12}$ " and
Lieutenant Colonel	-	-	-	-	24 $\frac{5}{12}$ "

Q. 6903.

The Crimean War and the Indian Mutiny gave a great impetus to promotion; but by 1870 promotion had fallen to its former level. At that time the Non-Effective Charge was,—

£.

139,000 Retired Full Pay.

208,500 Pay of Honorary Colonels.

88,500 Pay of Unattached General Officers.

194,000 Half Pay.

Q. 6905.

Q. 6906.

Total - £. 630,000

The last-mentioned item was probably increasing, every officer having an inalienable right to go to half-pay after 25 years' service, and to receive his "Over-regulation" money; but, on the other hand, the large body of officers left on half-pay by the great wars ending with Waterloo was decreasing. The only compulsory retirement was from the command of a battalion or regiment at 60 years of age.

Q. 6907.

- Q. 6909. Purchase was abolished in 1871, and Lord Cardwell, who was then Secretary of State, undertook that the rate of promotion should be maintained at its then level. The only step taken, in the first instance, was to limit the tenure of a Lieutenant Colonel or a Major, in the Infantry and Cavalry, to five years.
- Q. 6910.

- Q. 6912. The slowness of promotion in the Artillery and Engineers (both non-purchase corps), had been the subject of an exhaustive inquiry by a Committee of the House of Commons a short time before; and in 1872, with a view to expedite promotion, battery commands were converted into majorities, and increased facilities were given for retirement on full pay.

In 1874 Lord Penzance's Commission was appointed to inquire into the steps necessary to secure the promised flow of promotion. At this time the normal Non-Effective Charge was calculated at,—

Q. 6915.					£.
	British Charge	-	-	-	592,000
	Indian	„	-	-	318,000
					<hr/> £. 910,000

and the prospective normal rate of promotion in the Infantry, if no changes were made in the regulations, was estimated at,—

Q. 6916.	To Captain	-	after 18 years' service.
	„ Major	-	„ 23½ „
	„ Lieutenant Colonel	„	37 „

The Commission were of opinion that the promotion to be obtained should be,—

Q. 6919.	To Captain	-	after 9 years' service.
	„ Major	-	„ 18½ „
	„ Lieutenant Colonel	„	23½ „

To produce this they recommended a plan of compulsory retirement from every rank except that of Colonel.

- Q. 6924. The Warrant of 1877, mainly based on the Report of Lord Penzance's Commission, extended compulsory retirement to Colonels. Captains had to retire after 20 years' service, Majors after seven years in that rank, provided that they had served 27 years in all. Lieutenant Colonels were to be removed after five years' service in that rank, and retired at 55 years of age. Colonels were to retire at 55, and General Officers at 70. This plan was expected to secure promotion a little later than what would have resulted from the Royal Commission's Scheme, viz. :—

Q. 6925.	To Captain	-	after 11½ years' service.
	„ Major	-	„ 20 „
	„ Lieutenant Colonel	„	27 „
	„ Major General	„	35 „

The normal Non-Effective Charge was estimated by the above Royal Commission at,—

				£.
Infantry and Cavalry	-	-	-	1,282,000
Ordnance Corps	-	-	-	478,000
				<hr/> £. 1,760,000

				£.
The British Exchequer bearing	-	-	-	1,144,000
and the Indian Exchequer	-	-	-	616,000

But the provisions of the Royal Warrant, which did not precisely follow the

the recommendation of the Commission, and especially the introduction of the forced retirement of Colonels, necessitated some increase in this Estimate, which (with the numbers and proportions of ranks then settled) came to,—

					£.	
British Charge	-	-	-	-	1,342,000	Q. 6926.
Indian „	-	-	-	-	549,000	
					<hr/>	
					£. 1,891,000	

Voluntary retirement was, under certain circumstances, allowed at ages earlier than compulsory retirement, but no considerable increase of charge was expected to result from this permission. Q. 6932.

Your Committee may here refer to the numbers of General Officers. In 1854 the number on the British Establishment was fixed at 282. In 1876, as the result of two increments in 1858 and 1863, the number stood at 325, irrespective of additions made for the Indian Staff Corps. The Warrant of 1877, which required all Generals to go to a Retired List at 70, reduced the Active British Establishment to 250, with an Indian List of 42, irrespective of the Staff Corps. Q. 6994.
Q. 6997.
Q. 6982.

In 1881 it became manifest that, with the Regimental numbers then in force, the Warrant would soon be unworkable. The organization of a double battalion regiment was—

Lieutenant Colonels	-	-	-	-	2	
Majors	-	-	-	-	4	Q. 6933.
Captains	-	-	-	-	22	
Subalterns	-	-	-	-	34	
					<hr/>	
					62	

With this regimental organization, giving 56 officers below the rank of Field Officer and only six Majors and Lieutenant Colonels, it had become certain, according to the Actuaries' report, that unless a larger outlet from the upper ranks were established, the compulsory retirement of Captains after 20 years' service, would drive out of the Army more than half of those who had entered it, and desired to continue in it, at the early age of 40. As a matter of fact in the Infantry only 216 in 1,000 could reach the rank of Major; and this remarkable result was entirely due to the ill-considered recommendations of Lord Penzance's Commission, and required an immediate remedy. It was, therefore, decided in 1881 to recast the regulations for retirement, and to extend compulsory retirement to all ranks, as had been effected 11 years before in the Navy. The honorary Colonelcies of Regiments were abolished, and a scale of retired pay for all ranks, from Generals downwards, was established. Generals and Lieutenant Generals were retired on new rates of pay at 67, and Major Generals at 62. All superior officers were compulsorily retired after five, and Captains after three years' non-employment. The regimental organization was altered to— Q. 6937.
Q. 6940.
Q. 6946.

Lieutenant Colonels	-	-	-	-	4
Majors	-	-	-	-	8
Captains	-	-	-	-	14
Subalterns	-	-	-	-	30

In all 56, or six less than under the former organization. Lieutenant Colonels were to retire at 55, Majors at 48, and Captains at 40. The qualifying service for Colonel's rank was reduced from five to four years.

The establishment of General Officers was to be gradually reduced from 292 (42 of these being on the Indian List) to 140 (21 on the Indian List). This reduction has just been completed.

It was calculated that in the infantry these changes would normally give promotion to the rank of—

Q. 6947.	Captain - - - -	after 12 years' service.
	Major - - - -	" 20 "
	Lieutenant Colonel - -	" 28 "
	Major General - - -	" 35 "

and the normal financial effect of the Warrant of 1881 was estimated at—

Q. 6942.		£.
	Net reduction of the British Charge	- 231,000 (including 35,000 l. in the effective charge).
	Net reduction of the Indian Charge	- 14,000
	Total - - -	£. 245,000

Q. 6956. These changes were effectual in raising the age, at which the greater number of officers would be liable to retirement, from 40 to 48 and 55, and the main objects of the Warrant were secured. But an error in the calculation of the probable effect was soon apparent. Sufficient allowance had not been made for voluntary retirement, before the age or length of service at which it was made compulsory under the Warrants of 1877 and 1881. The result was a more rapid flow of promotion than had been expected; and although the ultimate normal charge would be reduced by 90,000 l. to the British Exchequer, the immediate excess was considerable. This was corrected by the Warrant of 1886, which, *inter alia*, reduced the number of Regimental Lieutenant Colonels, made promotion to the rank of Colonel depend on employment in that rank, instead of on five years' seniority as Lieutenant Colonel, raised the age for Captains' compulsory retirement from 40 to 45, and raised from 12 to 15 years the period of service for optional paid retirement. Allowing for voluntary retirement, as it prevailed in 1886, this was expected, normally, to produce promotion,—

Q. 6968.	To the rank of Captain -	after 9 years.
	" Major -	" 19½ "
	" Lieutenant Colonel "	" 28 "
	" Major General "	" 35 "

Q. 6985. As the result of these changes, it is estimated that the normal Non-Effective Charge will be further reduced by 171,000 l. to the British Exchequer. The normal Effective Charge was also reduced.

Q. 7009.
Q. 7011. Your Committee have received valuable evidence as to the operation of these important changes, and as to the possibility of further economies in the Non-Effective Charge, from His Royal Highness the Commander in Chief, Lord Wolseley, General Brackenbury, Mr. Knox, and others. Lord Wolseley approves entirely of the regulations under which General Officers are retired; but he is of opinion that the principle of the recent regulation which limits promotions (to the rank of Colonel) to the occasions when Lieutenant Colonels receive appointments only held by Colonels, might be extended to promotions to the rank of Major General. He thinks that these promotions should be limited to the occasions when a Colonel receives a command or an appointment which can only be held by a General Officer; and it appears from the actuaries' calculations that this charge, if adopted without qualification, would reduce the Generals' list to 64, exclusive of the Indian list, and the normal annual charge by 52,000 l. The Commander in Chief is of opinion that this proposal might have the effect of unduly diminishing the list of General Officers; and although he admits that the present numbers of the Generals' establishment are excessive, he recommends that some Colonels should still be promoted by seniority or selection, besides those promoted or receiving appointments.

Lord Wolseley is also of opinion that the age for the compulsory retirement of Majors and Captains might be raised from 45 and 48 to 50 and 52 respectively, and that Lieutenant Colonels might continue to command regiments

so long as they remained efficient. The Commander in Chief differs from Lord Wolseley with respect to the age for these compulsory retirements; and, appears to have some doubt whether, so far as the Infantry are concerned, the changes made by the Warrant of 1886, by diminishing the facilities for retirement, may not, in the long run, unduly check the flow of promotion. His Royal Highness, however, is of opinion "that a term of five or six years' command would add to the efficiency of a regiment."

Your Committee would call attention to the heavy charge now borne by the country in order to facilitate a flow of promotion unparalleled in other European armies. The normal rate of promotion is much exceeded in certain regiments, notably in cavalry regiments, in which it appears that the majority of officers retire with a gratuity or retired pay before 40 years of age, while your Committee learn that in certain instances the officers commanding regiments have been recently retired from their commands with less than 20 years' service. Your Committee are of opinion that in such cases the power recently conferred on the Commander in Chief to extend the period of command to six years should be freely exercised.

Q. 7283.

Q. 7291.

Your Committee recommend that the attention of the Secretary of State should be specially directed to the plan advocated by Lord Wolseley for future promotion to Major General's rank, which (at any rate at first) might require some such modification as the Commander in Chief recommends. As to any change in the rules for compulsory retirement from the rank of Major and Captain, your Committee think that the whole question demands the early attention of the Secretary of State. Regard should be had, of course, to the ages for compulsory retirement in force in the Navy and the Marines.

It remains to recapitulate the figures of the estimated Non-effective normal Charge on the British Exchequer for General and Regimental Officers, under the Warrants of recent years. They were calculated to reach,—

	£.
Under the Warrant of 1877 - - - - -	1,342,000
„ 1881 - - - - -	1,150,000
„ 1881, allowing for larger voluntary retirement - - - - -	1,060,000
„ 1886 - - - - -	889,000

No account is here taken of the reduction in the Effective Charge made by each of the two last Warrants.

The actual net charge on the British Exchequer for the present year is estimated at 793,000 *l*.

Your Committee have not examined minutely the Non-Effective Charge for other officers. But a Paper has been prepared by Mr. Knox, and laid before your Committee, from which it would appear that the normal charge under existing Warrants, for the whole of the Service, including Departmental Officers, paid out of Army Votes, may be taken at 1,272,000 *l*. This normal charge, however, in his opinion, will not be actually reached.

Q. 7076.

Vote 17.—REWARDS FOR DISTINGUISHED SERVICES.

This Vote has fallen for some years, in consequence of the action of the 1881 Warrant, which reduced the sum available for General and Regimental Officers. It has, however, now reached the normal charge.

Q. 7150.

Vote 20.—WIDOWS' PENSIONS.

Vote 21.—PENSIONS FOR WOUNDS.

No question of importance arises on these Votes.

Vote 22.—CHELSEA AND KILMAINHAM HOSPITALS.

The only question of importance considered by your Committee in connection with this Vote is, whether the settlement of what are called Chelsea Pensions might not be made at the War Office, instead of at Chelsea, in the same way as the settlement of Naval (formerly called Greenwich) Pensions is made at the Admiralty. The separate staff of clerks at Chelsea, nine in number, would be consolidated with the War Office establishment of clerks, at some reduction of charge. This change has been for many years strongly advocated by Mr. Knox.

It appears that at present there is not space in the War Office for these additional officials; but even if this difficulty can be got over, the evidence before your Committee does not justify the transfer of the business of pensions from Chelsea to the War Department.

Vote 23.—PENSIONS.

Your Committee have received evidence as to the steady increase of this Vote under the long-service system, and as to the financial effect, upon it, of the introduction of short-service. By far the greater part of the charge consists of the pensions granted to Non-Commissioned Officers and men on the expiration of their 21 years' service. But since 1871 the Army has been, in the main, recruited from men whose engagements are only for 12 years, spent partly with the Colours, and partly in the Reserve. These "short-service" soldiers are not entitled to pensions except for wounds and sickness; but the privilege of remaining with the Colours for the full period of 21 years is granted to all Non-Commissioned Officers; and ultimately almost all the charge will consist of their pensions. In order, however, to compare fairly the charge for long-service with that for short-service, the amount of Reserve Pay must be added to the reduced amount of pensions.

The charge for Pensions increased steadily, year by year, until 1883-84. Since then it has been stationary, and is now slowly declining. It is calculated by the Accountant General and the War Office actuaries that it will, in the end, drop from its present amount, between 1,700,000 *l.* and 1,800,000 *l.*, to something between 800,000 *l.* and 900,000 *l.*, or, excluding the cost to India, from about 1,400,000 *l.* to about 600,000 *l.* If, however, long service had continued, the Vote would be still steadily increasing; and, according to the War Office calculations, would ultimately exceed 2,500,000 *l.*, of which about 1,700,000 *l.* would fall on the British Exchequer.

The saving, therefore, in Army Pensions, due to short service, will after many years reach the sum of about 1,100,000 *l.* But against this must be set the ultimate charge of the Army Reserve, estimated at about 540,000 *l.*, so that the net normal saving may be taken at 560,000 *l.* No account is here taken of the charge for Deferred Pay, which, although adopted after the establishment of short service, has no actual connection with that system.

Vote 24.—CIVIL SUPERANNUATION.

Your Committee have called for a return showing the general effect of the reorganisation of the War Office in 1878, in the same form as the Returns already laid before Parliament in reference to recent Admiralty reorganisations.

No particular remark arises on this Vote, which is nearly stationary.

17 July 1888.

PROCEEDINGS OF THE COMMITTEE.

Tuesday, 17th July 1888.

MEMBERS PRESENT :

Lord RANDOLPH CHURCHILL in the Chair.

Sir Frederick Fitz Wygram.
Sir William Crossman.
Mr. A. Gathorne-Hardy.
Dr. Cameron.
Colonel Nolan.
Mr. Picton.
Mr. Jennings.

Captain Cotton.
Mr. Brodrick.
Mr. Childers.
Mr. Edward Stanhope.
Mr. James Campbell.
Mr. O'Kelly.
Mr. Henry Fowler.

DRAFT REPORT, proposed by Mr. *Edward Stanhope*, read the first time, as follows :

" VOTE 10.

" 1. Vote 10 is constructed on the same basis as it was last year, except that the charges for transport at home and transport abroad are omitted. There is a net decrease on this Vote as compared with last year of 105,100 *l.* The reduction is due to a diminution of the force in Egypt, and to a fall in prices.

Q. 3503 *et seq.*

" 2. The fall in price of provisions at home, is one-third of a penny per diem for each ration.

" 3. The evidence given before your Committee shows that the price paid in 1873 for a ration of provisions was 7½ *d.*, whereas the price upon which the present year's estimate is formed is only 4·9 *d.* At first sight a comparison of the estimates of the two years would appear to show an excessive provision in 1888-89 (in view of the great diminution in the cost of supplies), even after allowing for the considerable increase of the Army which has taken place in the interval.

Q. 3531.

" 4. In 1873 the estimate showed a proposed expenditure of 1,715,100 *l.* upon the services now provided in Vote 10, as against 2,509,000 *l.* included in the 1888 Estimate, or an apparent increase in the latter year of 793,900 *l.* The comparison is, however, disturbed by the change made in the middle of the year 1873, by which stoppages for rations ceased to be payable by the Army. Formerly a soldier received a rate of pay out of which he had to refund 4½ *d.* a day, as a stoppage towards the cost of the ration supplied to him by the Government, and this stoppage was carried as a credit to Vote 10, reducing the gross expenditure for supply services by the amount of such stoppage.

" 5. In 1873 the soldier's pay was reduced, and the stoppage abolished; in any comparison, therefore, after that year the stoppages must cease to be taken into account, as they were applied directly in the reduction of the rate of soldier's pay, and no longer had even a nominal connection with Vote 10. The stoppages taken in diminution of the expenditure in the year 1873 amounted to 956,506 *l.*, and, excluding this deduction, so as to effect a proper comparison between the gross expenditure in 1873 and the gross expenditure as taken in 1888, the result shows 2,671,606 *l.* taken for supply services in 1873, as against 2,509,000 *l.* in the present year, or a less expenditure for the services taken in Vote 10 in 1888 of over 160,000 *l.*

" 6. This shows that the fall in the market rate of supplies has been so great as to more than counterbalance, and therefore to withdraw from notice, the expenditure arising from the increased establishment of the Army and the Auxiliary forces, and from other new services. Your Committee would point out, however, that this result arises from what
285. b 3 may

may be only a temporary cause, and if any considerable rise in the market rates of produce should occur, the prices paid by the Government will go up, involving a very large automatic charge upon the Vote.

Q. 3535. " 7. The daily ration of a soldier consists of 1 lb. of bread, and $\frac{3}{4}$ lb. of meat. The cost of groceries and vegetables is charged on the soldier's daily pay, and amounts to a deduction of about 3 *d.* a day. His Royal Highness the Duke of Cambridge expressed a decided opinion to your Committee that the soldier does not now get meat enough, and that the allowance ought to be raised from $\frac{3}{4}$ lb. to 1 lb of meat. Mr. Lawson, the Deputy Accountant General, states that such an increase would represent, at the present prices, an increased charge of a little under 250,000 *l.* a year.

Q. 3526. " 8. The Appropriations in aid of this Vote are less this year than last by some 17,000 *l.* Mr. Lawson accounts for this decrease by stating that the reserve stores remaining over from expeditions have been practically exhausted, and that there are now no reserves in excess of those ordinarily maintained."

Question, That the Draft Report proposed by Mr. *Edward Stanhope* be read a second time, paragraph by paragraph,—put, and *agreed to*.

Paragraphs 1—6, *agreed to*.

Paragraph 7, amended, and *agreed to*.

Paragraph 8, *agreed to*.

DRAFT REPORT, proposed by the *Chairman*, read the first time, as follows :—

" VOTE 14.

" 1. UPON this Vote the chief witnesses examined have been Mr. *Knox*, Lord *Harris*, and Lieutenant General Sir R. *Biddulph*.

Report, Army and
Navy Estimates
Committee, 1887,
Appendix, p. 238.

" 2. Mr. *Knox* is of opinion that 10,000 *l.* represents the actual increase in the Vote for 1887–88, as compared with 1874–75. The Statistical abstract handed in by him last year shows a larger amount, but this is explained by the transfer of various Votes, and by the different methods of framing the Estimates which is now employed. These changes render it difficult, if not impossible, to institute a rigid comparison between the present and former periods, not only in regard to this Vote, but to almost all the others.

Army and Navy
Estimates Committee,
Q. 1953.

Ibid.
Q. 1955–1960.

" 3. The additional charge under the Vote is ascribed mainly to the extra cost of the Royal Military Academy. The expenditure last year was 35,865 *l.*, the number of cadets being 245. Mr. *Knox* estimates that the cost to the State of each cadet, deducting contributions, is about 70 *l.*

Army and Navy
Estimates Committee,
1887, Q. 1999–2009.
Ibid.
Q. 1981.

" 4. The evidence of Mr. *Knox* is very decided with regard to the extravagant sum expended on elementary education in connection with the Army. While the facilities for this degree of education have been extended enormously throughout the country, the charges for Regimental and Garrison Schools show an increase of about 2,000 *l.*, instead of the reduction which might reasonably have been looked for. Being questioned on these points, Mr. *Knox* admitted that, in his opinion, we ought not to be spending 'anything like the same amount' as we did in 1874–75, and that he had repeatedly called the attention of the Secretary of State to the subject. He was of opinion that very few Elementary Regimental Schools ought now to be maintained. These schools cost about 40,000 *l.* a year, and there seems to be no room for doubt that the larger part of this expenditure might be saved.

Ibid.
Q. 1980.

Ibid.
Q. 2027.

Q. 4326.
Q. 4338.
Q. 4326.

Q. 4478.

" 5. On the other hand, Lord *Harris* expressed the opinion that the children of soldiers should receive their education from the same source from which they derive their living. He is unwilling to trust to the common schools of the country. He also holds that the existing Board School accommodation would not be adequate to the demands upon it if the children of soldiers were sent to them, and that additional expense would soon be thrown upon the ratepayers. It is clear that this objection can only apply to large garrisons, such as *Woolwich*.

Q. 4475.
Q. 4480–81.

" 6. Lieutenant General Sir R. *Biddulph* gave evidence which appears to dispose of Lord *Harris*'s views. The children of soldiers are actually being sent, in many districts, to civil schools, and no difficulty whatever is experienced in carrying out this system. It appears to your Committee that the conclusions of Mr. *Knox* are in the main correct.

Q. 4362.
Q. 4540. 4544–45.

" 7. Recommendations have been made with a view to economy in the management of the Establishments at *Sandhurst* and *Woolwich*, and they appear to be still under consideration. The evidence shows that officers in the line are still deficient, as a rule, in the knowledge of modern languages, comparatively few being moderately familiar even with

with French. The entrance examinations of the Army should be made more rigorous in this respect, and the necessity for this change appears to be generally acknowledged.

Q. 4545.

"8. The standard of education among the rank and file of the Army is higher than it used to be, although it is still low. There are fewer men now who cannot read or write, the total number of illiterates being about 12 per cent. The general results of the Board School system have not, according to Lieutenant General Biddulph, equalled expectation, many of the men who enter the Army having forgotten the little they ever learned. Still, it cannot be doubted that elementary education is much more common in the Army than it was 20 years ago.

Q. 4503.

Q. 4502.

" VOTE 16.

"9. Upon this Vote your Committee, in completion of the work of the Army and Navy Estimates Committee of 1887, have taken a considerable mass of valuable evidence, among the witnesses who have given information respecting it, being Mr. Knox, Sir Ralph Thompson, General Brackenbury, Colonel Duncan, and Lieutenant General Fraser.

"10. The total sum required under the Vote for 1888-89 is 257,900 *l.*, as compared with 205,447 *l.* in 1874-75. The actual increase, according to Mr. Knox, amounts to 12,000 *l.*, and this increase he attributes chiefly to the creation of an Intelligence Department. Transfers of charges, and other changes in the arrangements of business details, render a comparison with former years extremely complicated and difficult.

Q. 6776-78.

"11. The staff of the War Office includes 86 officials, whose salaries reach the sum of 89,466 *l.* The clerks and surveyors number 538 persons, drawing 144,115 *l.* per annum. Copyists and boy clerks are down in this year's Estimates for 8,500 *l.*; in addition, of course, to the other clerical charges. Messengers, office-keepers, and servants, entail an expense of 13,412 *l.* per annum.

"12. It appears from the evidence that the increase in the cost of carrying on the War Office has been 30,000 *l.* during the last seven years, and that whereas the German War Office, including Saxony, Wurtemberg, and Bavaria, costs about 160,000 *l.* a-year, ours, as above stated, costs not less than 258,000 *l.*

Army and Navy
Estimates Committee,
1887, Q. 2406.

Ibid.

Q. 3578. 4003-4.

"13. Several officials have disappeared from the Vote this year; the Surveyor General of Ordnance, and his private Secretary, the Director and Assistant Director of Supplies and Transport, and others, involving an 'apparent' saving of 3,850 *l.*

Q. 4762-65.

"14. It has been conclusively shown that the maintenance of the present large staff at the War Office is necessitated by the system now adopted of examining accounts with great and needless detail and repetition. Every pay list or account is audited by the paymaster of the district, or the regiment, and is then sent to the War Office, where every fragment of it is gone over again. 'If,' said General Brackenbury, 'you had a system of decentralization of account, with a test audit, such as they have in Germany, instead of this complete audit, with every item gone over again, I believe you would do away with half the clerks in the War Office.'

Q. 4813-14.
4891-93.

Army and Navy
Estimates Committee,
1887, Q. 4117,

"15. Sir Ralph Thompson, the Permanent Under Secretary of State at the War Office, admitted, as a practical man, that much of this audit work might be dispensed with, and that if it were discontinued, a considerable saving of public money would be the result. This reform might be carried out at any time, with the consent of the Treasury, and your Committee strongly recommend its adoption.

Q. 4891-93.

Q. 4908-10.

Q. 4896-98.

"16. Several instances of the minute and superfluous detail which characterises the daily work of the War Office, will be found in the evidence. In one case an inquiry as to the expenditure of 4 *s.* 7 *d.* bore eight or nine signatures upon it, and was not fully disposed of till six months after the payment was made. All this calls for 'an immense amount of clerical work,' which is costly as well as useless. For, in connection with this question, it has to be borne in mind that there are 20 principal clerks in the War Office drawing about 850 *l.* a-year each, 46 others receiving nearly 650 *l.* a-year each, 40 receiving over 450 *l.* a-year, and so on, the total sum paid for civilian clerks alone being 117,589 *l.* In addition to this, the charge for copyists exceeds by 690 *l.* that for last year. The expense for copyists jumped from 2,000 *l.* to 4,000 *l.* in one year, and to 7,000 *l.* the following year, below which it does not seem likely to fall under the present system.

Q. 2152-2165.

Q. 2162.

Army and Navy
Estimates Committee,
1887, Q. 2962-2968.

"17. The hours of attendance for the whole clerical staff are from 10 till 2, or from 10 till 4. Your Committee are decidedly of opinion that a compulsory attendance of at least seven hours should be required. Clerks, it appears, do sometimes work those hours now, but it should be the rule and not the exception.

Army and Navy
Estimates Committee,
1887, Q. 2725-28.

Q. 4882.

"18. The labour in connection with correspondence might be curtailed with advantage. Several examples might be found in the Evidence, but we may here cite one which was given to us by Lieutenant General Fraser. He told us that, 'When the Prince of Wales was in Ireland there was no gas at the barracks, and we were obliged to use candles, which cost 2 *s.* 11 *d.* The correspondence about that trifling sum went to and from between the War Office and the camp, the result giving rise to a great deal more

Army and Navy
Estimates Committee,
1887, Q. 5418-19.
5422-23, 5507.

expense in the value of clerks' time than the value of the candles.' The exercise of a moderate degree of common sense in these matters would, in itself, suffice to prevent a great waste of time and money.

Army and Navy
Estimates Committee,
1887, Q. 2639-43.

Ibid.
Q. 2644.

Ibid.
Q. 3953-54.

Ibid.
Q. 4136-39.

"19. There is some conflict of opinion as to the desirability of utilising the services of military clerks, but the weight of testimony is decidedly in favour of their employment to a much larger extent than is now customary. It would lead to a great saving of public money, and often to greater efficiency. Mr. Knox was alone in expressing a very hostile opinion concerning military clerks. He did not think we ought to 'trust military clerks with the cash accounts of the Army.' He considered that it would tend to 'bring about collusion.' Men who have had greater experience of military clerks altogether repudiate these views. General Brackenbury informed your Committee that the clerks employed by him have access to important information and are entirely to be trusted. His own confidential clerk is a Warrant officer, who is 'almost entrusted with State secrets.' He has never heard of even a suspicion of 'collusion' in the German War Office.

Army and Navy
Estimates Committee,
1887, Q. 5502.

Ibid.
Q. 5243-46.
Q. 4611.

"20. Other witnesses gave emphatic testimony to the same effect. Colonel Duncan expressed the opinion that if the Reserve men were employed as copyists, they could be got at nearer 10 *d.* a day than 10 *d.* an hour, the rate paid to the present copyists. The War Office clerk, he says, 'has no knowledge of soldiers; he thinks the Army exists for him, and not he for the Army.' Lieutenant General Fraser informed the Committee last year that he had found military clerks do their work 'in a most excellent way'; and Sir Ralph Thompson testified that he had no prejudice against the employment of military clerks. The fact remains that 394 civilian clerks are employed in the War Office, and only 87 military clerks, the former costing about 118,000 *l.*, the latter, 9,315 *l.*

Q. 5003.

Q. 5004.

"21. Sir Ralph Thompson is of opinion that it would be advantageous to transfer redundant clerks from the War Office to fill vacancies which occur from time to time in other Departments. Such a plan would, in his judgment, be advantageous to the War Office itself, as well as to the public service.

Q. 6833.

"22. The general conclusions at which your Committee have arrived are, that a considerable saving might be effected in this Vote by an improved method of carrying on the work, and by the judicious employment of military clerks. Lower salaries should be paid throughout the office, beginning, as Mr. Knox recommends, with Lower Division Clerks, who now enters the office upon 90 *l.* a-year, and who could well be procured for from 50 *l.* to 60 *l.* The limit to which salaries may advance should be made lower than it is at present, and the hours of service should be totally remodelled. With these changes, and the regulation of the correspondence of the office on ordinary business principles, a very material economy might be secured."

Question, That the Draft Report proposed by the *Chairman*, be read a second time, paragraph by paragraph,—put, and *agreed to*.

Paragraph 1, *agreed to*.

Paragraph 2, amended, and *agreed to*.

Paragraph 3.—Amendment proposed, at the end of the paragraph to add the words, "Since last year a Committee has very carefully considered the cost of Woolwich and Sandhurst. Their recommendations, which have been approved, have been explained to your Committee by Lord Harris. By the amalgamation of the offices of General and Commandment, and the reduction of Divisional Officers at Sandhurst, considerable economy will be effected. The contributions paid by the cadets who are the sons of civilians, has been raised to 150 *l.* a-year, and by this means the total sum from all contributions will cover the cost of maintenance and education at these Institutions. The whole saving effected by these changes is estimated at from 13,000 *l.* to 14,000 *l.* a-year"—(Mr. *Edward Stanhope*).—Question proposed, That those words be there added, words *added*.

Amendment amended, and *agreed to*.

Paragraph, as amended, *agreed to*.

Paragraph 4.—Amendments made.—Another Amendment proposed, in line 10, after the word "maintained" to insert the words, "The regimental system has since last year been to a large extent replaced by that of garrison schools, which will eventually produce a reduction in the number of Army schoolmasters. Compulsory education of the adult soldier was at the same time abolished, with the satisfactory result that as many soldiers are now attending voluntarily, as were to be found in the schools under the former system. It must also be remembered that the Educational Establishment can only be altogether abolished, if it is decided to withdraw from the adult soldier the means of continuing his education, and of qualifying himself for non-commissioned rank"—(Mr. *Edward Stanhope*).—Question, That those words be there inserted,—put, and *agreed to*.

Other Amendments made.

Paragraph, as amended, *agreed to*.

Paragraph 5.

Paragraph 5.—Amendment proposed, in line 3, to leave out the words “He is unwilling to trust”—(Mr. *Edward Stanhope*).—Question put, That the words proposed to be left out stand part of the paragraph.—The Committee divided :

Ayes, 6.

Mr. Childers.
Captain Cotton.
Sir Frederick Fitz Wygram.
Mr. Jennings.
Colonel Nolan.
Mr. Picton.

Noes, 6.

Mr. Brodrick.
Dr. Cameron.
Mr. James Campbell.
Sir William Crossman.
Mr. A. Gathorne-Hardy.
Mr. Edward Stanhope.

Whereupon the *Chairman* declared himself with the *Ayes*.

Amendments made.

Paragraph, as amended, *agreed to*.

Paragraph 6, amended, and *agreed to*.

Paragraph 7.—Amendments made.

Another Amendment proposed, in lines 5 and 6, to leave out the words “be made more rigorous in this respect,” in order to insert the words “give more encouragement to the acquisition of modern languages”—(Colonel *Nolan*).—Question put, That the words proposed to be left out stand part of the paragraph.—The Committee divided :

Ayes, 9.

Mr. Brodrick.
Mr. Childers.
Captain Cotton.
Sir William Crossman.
Sir Frederick Fitz Wygram.
Mr. A. Gathorne-Hardy.
Mr. Jennings.
Mr. Picton.
Mr. Edward Stanhope.

Noes, 4.

Dr. Cameron.
Mr. James Campbell.
Colonel Nolan.
Mr. O’Kelly.

Another Amendment made.

Paragraph, as amended, *agreed to*.

(VOTE 16.)

Paragraphs 8–10, *agreed to*.

Paragraphs 11–13, amended, and *agreed to*.

Paragraph 14.—Amendment made.—Another Amendment proposed, at the end of the paragraph, to add the words “A system of this sort is, in fact, under trial by the War Office with regard to the paymasters, and your Committee are of opinion that if it can be introduced throughout that Department, a test audit at the War Office will be sufficient”—(Mr. *Edward Stanhope*).—Question proposed, That those words be there added.

Amendment proposed, to proposed Amendment, to leave out the words “your Committee are of opinion that if it can be introduced throughout that Department,” in order to insert the words “if the experiment is successful it is anticipated that”—(Mr. *A. Gathorne-Hardy*).—Question put, That the words proposed to be left out stand part of the proposed Amendment.—The Committee divided :

Ayes, 6.

Mr. Brodrick.
Dr. Cameron.
Captain Cotton.
Sir Frederick Fitz Wygram.
Colonel Nolan.
Mr. Edward Stanhope.

Noes, 7.

Mr. James Campbell.
Mr. Childers.
Sir William Crossman.
Mr. A. Gathorne-Hardy.
Mr. Jennings.
Mr. O’Kelly.
Mr. Picton.

Question, That the proposed words be there inserted,—put, and *agreed to*.

Another Amendment to the proposed Amendment made.

Question, That the Amendment, as amended, be added to paragraph,—put, and *agreed to*.

Paragraph, as amended, *agreed to*.

Paragraph 15.—Amendment made.

Another Amendment proposed, at the end of the paragraph, to add the words "The system under which the accounts of the soldiers' pay are rendered, seems somewhat complicated and expensive, particularly when it is borne in mind that the actual payment is made by the commanders of companies, and that the cost of the Pay Department is chiefly incurred for the purposes of audit. It is clear that every further simplification introduced into the accounts of the soldier will result in economies"—(Colonel Nolan).—Question proposed, That those words be there added.

Amendment proposed to proposed Amendment, to leave out all the words from the first word, "The," to the word "every," inclusive, in order to insert the words, "steps appear to have been taken to simplify the present accounts by adopting a system of monthly account, and your Committee consider that any"—(Mr. Brodrick).—Question put, That the words proposed to be left out stand part of the proposed Amendment.—The Committee divided:

Ayes, 8.

Dr. Cameron.
Mr. James Campbell.
Mr. Childers.
Captain Cotton.
Mr. Jennings.
Colonel Nolan.
Mr. O'Kelly.
Mr. Picton.

Noes, 5.

Mr. Brodrick.
Sir William Crossman.
Sir Frederick FitzWygram.
Mr. A. Gathorne-Hardy.
Mr. Edward Stanhope.

Question, That the proposed words be there added,—put, and *agreed to*.

Another Amendment proposed, at the end of the last Amendment, to add the words "Steps appear to have been already taken in this direction"—(Mr. Brodrick).—Question, That the proposed words be there added,—put, and *agreed to*.

Paragraph, as amended, *agreed to*.

Paragraph 16, amended, and *agreed to*.

Paragraph 17, *agreed to*.

Paragraph 18, amended, and *agreed to*.

Paragraph 19, *agreed to*.

Paragraph 20, amended, *agreed to*, and added to Paragraph 19.

Paragraphs 21—22, amended, and *agreed to*.

DRAFT REPORT, proposed by Mr. Childers, read the first time, as follows:

" NON-EFFECTIVE SERVICES.

" 1. THE Votes for these services are from 17 to 25. Of these 18, 19, and 21 provide the Non-Effective Charge for Officers of the Regular Forces, 22 and 23 that for Warrant Officers, Non-commissioned Officers, and Men, 17 Rewards for Distinguished Service in all Ranks, 25 the Charge for Officers of the Auxiliary Forces, 20 that for Widows, and 24 that for Civil Service Officers in and under the War Office.

" VOTES 18, 19.

" 2. These are the Votes for the Half-pay and Retired Pay of Officers.

" As these Votes, so far as General and Regimental Officers are concerned, have been greatly affected by the abolition of purchase, it may be well that your Committee should state briefly the nature and effect of the successive changes which were caused by that abolition, and the probable financial result in the future.

Q. 6903.

" Before the Crimean War the purchase system had been for many years in its normal condition. About the year 1852 promotion was becoming a little slower, but the average service after which the ranks in the Infantry were obtained were,—

Q. 6903.

Lieutenant	-	-	-	-	-	24½ years.
Captain	-	-	-	-	-	9 "
Major	-	-	-	-	-	19½ " and
Lieutenant Colonel	-	-	-	-	-	24½ "

" The

" 3. The Crimean War and the Indian Mutiny gave a great impetus to promotion ; but by 1870 promotion had fallen to its former level. At that time the Non-Effective Charge was,—

	£.	
	139,000	Retired Full Pay.
	208,500	Pay of Honorary Colonels.
	88,500	Pay of Unattached General Officers.
	194,000	Half Pay.
Total	- £. 630,000	

Q. 6905.

Q. 6906.

" The last-mentioned item was increasing, every officer having an inalienable right to go to half-pay after 25 years' service, and to receive his ' Over-regulation ' money. The only compulsory retirement was from the command of a battalion or regiment at 60 years of age.

Q. 6907.

" 4. Purchase was abolished in 1871, and Lord Cardwell, who was then Secretary of State, undertook that the rate of promotion should be maintained at its then level. The only step taken, in the first instance, was to limit the tenure of a Lieutenant Colonel or a Major, in the Infantry and Cavalry, to five years.

Q. 6909.

Q. 6910.

" The slowness of promotion in the Artillery and Engineers (both non-purchase corps), had been the subject of an exhaustive inquiry by a Committee of the House of Commons a short time before ; and in 1872, with a view to expedite promotion, battery commands were converted into majorities, and increased facilities were given for retirement on full pay.

Q. 6912.

" 5. In 1874 Lord Penzance's Commission was appointed to inquire into the steps necessary to secure the promised flow of promotion. At this time the normal Non-Effective Charge was calculated at,—

	£.	
British Charge	- - - - -	592,000
Indian	„ - - - - -	318,000
		£. 910,000

Q. 6915.

and the prospective normal rate of promotion in the Infantry, if no changes were made in the regulations, was estimated at,—

To Captain	- - -	after 18 years' service.	
„ Major	- - -	„ 23½	„
„ Lieutenant Colonel	-	„ 37	„

Q. 6916.

" The Commission were of opinion that the promotion to be obtained should be,—

To Captain	- - -	after 9 years' service.	
„ Major	- - -	„ 18½	„
„ Lieutenant Colonel	-	„ 23½	„

Q. 6919.

" To produce this they recommend a plan of compulsory retirement from every rank except that of Colonel.

" 6. The Warrant of 1877, mainly based on the Report of the Commission, extended compulsory retirement to Colonels. Captains had to retire after 20 years' service, Majors after seven years in that rank, provided that they had served 27 years in all. Lieutenant Colonels were to be removed after five years' service in that rank, and retired at 55 years of age. Colonels were to retire at 55, and General Officers at 70. This plan was expected to secure promotion a little later than what would have resulted from the Royal Commission's Scheme, viz. :

Q. 6924.

To Captain	- - -	after 11½ years' service.	
„ Major	- - -	„ 20	„
„ Lieutenant Colonel		„ 27	„
„ Major General	-	„ 40	„

Q. 6925.

“ 7. The normal Non-Effective Charge was estimated by the Royal Commission at,—

	£.
Infantry and Cavalry - - - - -	1,282,000
Ordnance Corps - - - - -	478,000
	<hr/> £. 1,760,000

	£.
The British Exchequer bearing - - - - -	1,144,000
and the Indian Exchequer - - - - -	616,000

“ 8. But the provisions of the Royal Warrant, which did not precisely follow the recommendation of the Commission, and especially the introduction of the forced retirement of Colonels, necessitated some increase in this Estimate, which (with the numbers and proportions of ranks then settled) came to,—

	£.
Q. 6926. British Charge - - - - -	1,342,000
Indian „ - - - - -	549,000
	<hr/> £. 1,891,000

Q. 6952. “ Voluntary retirement was, under certain circumstances, allowed at ages earlier than compulsory retirement, but no considerable increase of charge was expected to result from this permission.

Q. 6994. “ 9. Your Committee may here refer to the numbers of General Officers. In 1854 the
Q. 6997. number on the British Establishment was fixed at 282. In 1876, as the result of two increments in 1858 and 1863, the number stood at 325. The Warrant of 1887, which required all Generals to go to a Retired List at 70, reduced the Active British Establishment to 250, with an Indian List of 42.

Q. 6962.

“ 10. In 1881 it became manifest that, with the Regimental numbers then in force, the Warrant would soon be unworkable. The organization of a double battalion regiment was—

	Lieutenant Colonels - - - - -	3
Q. 6933.	Majors - - - - -	4
	Captains - - - - -	22
	Subalterns - - - - -	34
		<hr/> 63

Q. 6937. “ With this regimental organization, giving only 56 officers below the rank of Field Officer and only seven Majors and Lieutenant Colonels, it had become certain, according to the Actuaries' report, that unless a larger outlet from the upper ranks were established, the compulsory retirement of Captains after 20 years' service, would drive out of the Army more than half of those who had entered it, and desired to continue in it, at the early age of 40. In fact, only 216 in 1,000 could reach the rank of Major. It was, therefore decided in 1881 to recast the regulations for retirement, and to extend compulsory retirement to all ranks, as had been effected 11 years before in the Navy. The
Q. 6940. honorary Colonelcies of Regiments were abolished, and a scale of retired pay for all ranks, from Generals downwards, was established. Generals and Lieutenant Generals were retired on new rates of pay at 67, Major Generals at 62. All superior officers were compulsorily retired after five, and Captains after three years' non-employment. The
Q. 6946. regimental organization was altered to—

	Lieutenant Colonels - - - - -	5
	Majors - - - - -	8
	Captains - - - - -	14
	Subalterns - - - - -	30

In all 59, or four less than under the former organization. Lieutenant Colonels were to retire at 55, Majors at 48, and Captains at 40. The qualifying service for Colonel's rank was reduced from five to four years.

“ 11. The establishment of General Officers was to be gradually reduced from 292 (42 of these being on the Indian List) to 140 (21 on the Indian List). This reduction has just been completed.

“ 12. It

"12. It was calculated that in the infantry these changes would normally give motion to the rank of—

Captain	-	-	-	-	after 12 years' service.	Q. 6947.
Major	-	-	-	-	" 20 "	
Lieutenant Colonel	-	-	-	-	" 28 "	
Major General	-	-	-	-	" 35 "	

and the normal financial effect of the Warrant of 1881 was estimated at—

	£.		
Net reduction of the British Charge	-	231,000 (including	Q. 6942.
		35,000 l. in the effective charge).	
Net reduction of the Indian Charge	-	14,000	
Total	-	-	£. 245,000

"13. These changes were effectual in raising the age, at which the greater number of officers would be liable to retirement, from 40 to 48 and 55, and the main objects of the Warrant were secured. But an error in the calculation of the probable effect was soon apparent. Sufficient allowance had not been made for voluntary retirement, before the age or length of service at which it was made compulsory under the Warrants of 1877 and 1881. The result was a more rapid flow of promotion than had been expected; and although the ultimate normal charge would be reduced by 90,000 l. to the British, and by 45,000 l. to the Indian Exchequer, the immediate excess was considerable. This was corrected by the Warrant of 1886, which, *inter alia*, reduced the number of Regimental Lieutenant Colonels, made promotion to the rank of Colonel depend on employment in that rank, instead of on five years' seniority as Lieutenant Colonel, raised the age for Captains' compulsory retirement from 40 to 45, and raised from 12 to 15 years the period of service for optional paid retirement. Allowing for voluntary retirement, as it prevailed in 1886, this was expected, normally, to produce promotion,—

To the rank of Captain	-	-	after 8½ years.	Q. 6968.
" Major	-	-	" 14½ "	
" Lieutenant Colonel	-	-	" 24 "	
" Major General	-	-	" 35 "	

"As the result of these changes, it is estimated that the normal Non-effective Charge will be further reduced by 171,000 l. to the British, and 60,000 l. to the Indian Exchequer. The normal Effective Charge was also largely reduced.

"14. Your Committee have received valuable evidence as to the operation of these important changes, and as to the possibility of further economies in the Non-effective Charge, from His Royal Highness the Commander in Chief, Lord Wolseley, General Brackenbury, Mr. Knox, and others. Lord Wolseley approves entirely of the regulations under which General Officers are retired; but he is of opinion that the principle of the recent regulation which limits promotions (to the rank of Colonel) to the occasions when Lieutenant Colonels receive appointments only held by Colonels, might be extended to promotions to the rank of Major General. He is of opinion that these promotions should be limited to the occasions when a Colonel receives a command or an appointment which can only be held by a General Officer; and it appears from the actuaries' calculations that this change, if adopted without qualification, would reduce the Generals' list to 64, exclusive of the Indian list, and the normal annual charge by 52,000 l. The Commander in Chief gives a qualified assent to this proposal, but he is of opinion that it might have the effect of unduly diminishing the list of General Officers; and although he admits that the present numbers of the Generals' establishment are excessive, he recommends that some Colonels should still be promoted by seniority or selection, besides those promoted or receiving appointments.

"15. Lord Wolseley is also of opinion that the age for the compulsory retirement of Majors and Captains might be raised from 45 and 48 to 50 and 52 respectively. The Commander in Chief differs on this point from Lord Wolseley; and, indeed, appears to have some doubt whether, so far as the Infantry are concerned, the changes made by the Warrant of 1886, by diminishing the facilities for retirement, may not, in the long run, unduly check the flow of promotion.

"16. Your Committee recommend that the attention of the Secretary of State should be specially directed to the plan advocated by Lord Wolseley for future promotion to Major General's rank, which (at any rate at first) might require some such modification as the Commander in Chief recommends. But as to any change in the rules for compulsory retirement from the rank of Major and Captain, your Committee do not think that sufficient experience has been yet obtained of the working of the Warrants now in

force, the last of which has only been in operation about a year and a half. Regard should also be had to the ages for compulsory retirement in force in the Navy and the Marines.

"17. Your Committee would now recapitulate the figures of the estimated Non-effective normal Charge on the British Exchequer for General and Regimental Officers, under the Warrants of recent years. They were calculated to reach,—

	£.
Under the Warrant of 1877 - - - - -	1,342,000
" " 1881 - - - - -	1,150,000
" " 1881, allowing for larger voluntary retirement - - - - -	1,060,000
" " 1886 - - - - -	889,000

"No account is here taken of the reduction in the Effective Charge made by each of the two last Warrants.

"The actual net charge on the British Exchequer for the present year is estimated at 793,000 l.

Q. 7076.

"18. Your Committee have not examined minutely the Non-effective Charge for other officers. But a Paper has been prepared by Mr. Knox, and laid before your Committee, from which it would appear that the normal charge under existing Warrants, for the whole of the Service, including Departmental Officers, paid out of Army Votes, may be taken at 1,272,000 l. This normal charge, however, in his opinion, will not be actually reached.

"Vote 17.—REWARDS FOR DISTINGUISHED SERVICES.

Q. 7150.

"19. This Vote has fallen for some years, in consequence of the action of the 1881 Warrant, which reduced the sum available for General and Regimental Officers. It has, however, now reached the normal charge.

"Vote 20.—WIDOWS' PENSIONS.

"Vote 21.—PENSIONS FOR WOUNDS.

"20. No question of importance arises on these Votes.

"Vote 22.—CHELSEA AND KILMAINHAM HOSPITALS.

Q. 7230.

"21. The only question of importance considered by your Committee in connection with this Vote is, whether the settlement of what are called Chelsea Pensions might not be made at the War Office, instead of at Chelsea, in the same way as the settlement of Naval (formerly called Greenwich) Pensions is made at the Admiralty. The separate staff of clerks at Chelsea, nine in number, would be consolidated with the War Office establishment of clerks, at some reduction of charge. This change has been for many years strongly advocated by Mr. Knox.

Q. 7207.

"It appears that at present there is not space in the War Office for these additional officials; but if this difficulty can be got over, and in any case, when the permanent War Office buildings are completed, the whole of the business in connection with pensions should, in your Committee's opinion, be transferred to the War Department.

"Vote 23.—PENSIONS.

"22. Your Committee have received evidence as to the steady increase of this Vote under the long-service system, and as to the financial effect, upon it, of the introduction of short service. By far the greater part of the charge consists of the pensions granted to Non-Commissioned Officers and men on the expiration of their 21 years' service. But since 1871 the Army has been, in the main, recruited from men whose engagements are only for 12 years, spent partly with the Colours, and partly in the Reserve. These 'short service' soldiers are not entitled to pensions; but the privilege of remaining with the Colours for the full period of 21 years is granted to all Non-Commissioned Officers; and ultimately almost the charge will consist of their pensions. In order, however, to compare fairly the charge for long-service with that for short-service, the amount of Reserve Pay must be added to the reduced amount of pensions.

Q. 7335.

Q. 7354.

Q. 7358.

Q. 7342.

Q. 7357.

"23. The charge for Pensions increased steadily, year by year, until 1883-84. Since then it has been stationary, and is now slowly declining. It is calculated by the Accountant General and the War Office actuaries that it will, in the end, drop from its present amount, between 1,700,000 l. and 1,800,000 l., to something between 800,000 l. and 900,000 l., or, excluding the cost to India, from about 1,400,000 l. to about 600,000 l. If, however, long service had continued, the Vote would be still steadily increasing; and, according to the War Office calculations, would ultimately exceed 2,500,000 l., of which about 1,700,000 l. would fall on the British Exchequer.

Q. 7362.

"24. The saving, therefore, in Army Pensions, due to short service, will after many years reach the sum of about 1,100,000 l. But against this must be set the ultimate charge of the Army Reserve, estimated at about 540,000 l., so that the net normal saving may be taken

taken at 560,000 *l.* No account is here taken of the charge for Deferred Pay, which, although adopted after the establishment of short service, have no actual connection with that system.

“Vote 24.—CIVIL SUPERANNUATION.

“25. Your Committee have called for a return showing the general effect of the reorganization of the War Office in 1878, in the same form as the Returns already laid before Parliament in reference to recent Admiralty reorganizations.

“No particular remark arises on this Vote, which is nearly stationary.”

Question, That the Draft Report proposed by Mr. Childers be read a second time, paragraph by paragraph,—put, and *agreed to*.

Paragraphs 1—2, *agreed to*.

Paragraph 3, amended, and *agreed to*.

Paragraphs 4—8, *agreed to*.

Paragraphs 9—10, amended, and *agreed to*.

Paragraphs 11—12, *agreed to*.

Paragraphs 13—15, amended, and *agreed to*.

Amendment proposed, that the following new paragraph be inserted in the Report : “Your Committee would call attention to the heavy charge now borne by the country in order to facilitate a flow of promotion unparalleled in other European armies. The normal rate of promotion is much exceeded in certain regiments, notably in cavalry regiments, in which it appears that the majority of officers retire with a gratuity or retired pay before 40 years of age, while your Committee learn that in certain instances the officers commanding regiments have been recently retired from their commands with less than 20 years’ service. Your Committee are of opinion that in such cases the power recently conferred on the Commander in Chief to extend the period of command to six years should be freely exercised”—(Mr. Brodrick).

Question, That the proposed new paragraph be inserted in the Report,—put, and *agreed to*.

Paragraph 16.—Amendments made.—Another Amendment proposed, in lines 5, 6, 7, to leave out the words “do not think that sufficient experience has been yet obtained of the working of the warrants now in force, the last of which has only been in operation about a year and a-half,” in order to insert the words “think the whole question demands the early attention of the Secretary of State”—(Mr. Henry Fowler).—Question, That the words proposed to be left out stand part of the paragraph,—put, and *negatived*.

Question, That the proposed words be there inserted,—put, and *agreed to*.

Another Amendment proposed, in lines 7 and 8, to leave out the words “regard should.”—Question put, That the words “regard should” stand part of the paragraph.—The Committee divided :

Ayes, 11.
Mr. Brodrick.
Mr. James Campbell.
Mr. Childers.
Captain Cotton.
Sir Frederick FitzWygram.
Mr. Henry Fowler.
Mr. A. Gathorne Hardy.
Colonel Nolan.
Mr. O’Kelly.
Mr. Picton.
Mr. Edward Stanhope.

Noes, 2.
Dr. Cameron.
Sir William Crossman.

Another Amendment made.

Question put, That paragraph 16, as amended, stand part of the Report.—The Committee divided :

Ayes, 12.
Mr. Brodrick.
Dr. Cameron.
Mr. James Campbell.
Mr. Childers.
Captain Cotton.
Sir William Crossman.
Sir Frederick FitzWygram.
Mr. Henry Fowler.
Mr. A. Gathorne-Hardy.
Mr. O’Kelly.
Mr. Picton.
Mr. Edward Stanhope.

Noe, 1.
Colonel Nolan.

Paragraphs 17—20, *agreed to*.

Paragraph 21.—Amendment proposed, in line 10, to leave out from the word “over,” to the end of paragraph, in order to add the words “the evidence before your Committee does not justify the transfer of the business of pensions from Chelsea to the War Department”—(Mr. Brodrick).—Question put, That the words proposed to be left out stand part of the paragraph.—The Committee divided :

Ayes, 6.

Dr. Cameron.
Mr. Childers.
Mr. Henry Fowler.
Colonel Nolan.
Mr. O’Kelly.
Mr. Picton.

Noes, 7.

Mr. Brodrick.
Mr. James Campbell.
Captain Cotton.
Sir William Crossman.
Sir Frederick FitzWygram.
Mr. A. Gathorne-Hardy.
Mr. Edward Stanhope.

Question put, That the proposed words be there added.—The Committee divided :

Ayes, 9.

Mr. Brodrick.
Mr. Childers.
Captain Cotton.
Sir William Crossman.
Sir Frederick FitzWygram.
Mr. Henry Fowler.
Mr. A. Gathorne-Hardy.
Mr. Edward Stanhope.
Mr. James Campbell.

Noes, 4.

Dr. Cameron.
Colonel Nolan.
Mr. O’Kelly.
Mr. Picton.

Paragraph, as amended, *agreed to*.

Paragraph 22.—Amendment proposed, in line 7, after the word “pensions,” to insert the words “under existing regulations”—(Colonel Nolan).—Question put, That those words be there inserted.—The Committee divided :

Ayes, 3.

Mr. Jennings.
Mr. O’Kelly.
Colonel Nolan.

Noes, 10.

Mr. Brodrick.
Dr. Cameron.
Mr. James Campbell.
Mr. Childers.
Captain Cotton.
Sir William Crossman.
Sir Frederick FitzWygram.
Mr. Henry Fowler.
Mr. A. Gathorne-Hardy.
Mr. Picton.

Amendments made.

Paragraph, as amended, *agreed to*.

Paragraph 23, *agreed to*.

Paragraph 24.—Amendment proposed, in line 2, after “1,100,000 l.” to insert the words, “The total abolition of the pensions for the men somewhat contrasts with the officers’ pension list”—(Colonel Nolan).—Question put, That those words be there inserted.—The Committee divided :

Ayes, 6.

Dr. Cameron.
Sir William Crossman.
Mr. Henry Fowler.
Colonel Nolan.
Mr. O’Kelly.
Mr. Picton.

Noes, 7.

Mr. Brodrick.
Mr. James Campbell.
Mr. Childers.
Captain Cotton.
Sir Frederick FitzWygram.
Mr. A. Gathorne-Hardy.
Mr. Edward Stanhope.

Paragraph *agreed to*.

Paragraph

Paragraph 25.—Amendment proposed, in line 3, after the word “re-organizations,” to insert the words, “In the opinion of your Committee this Paper shows that the re-organization scheme of 1878 has, contrary to expectation, failed to secure permanent saving” —(Mr. Picton).—Question put, That those words be there inserted.—The Committee divided :

Ayes, 6.

Dr. Cameron.
Sir William Crossman.
Mr. Henry Fowler.
Colonel Nolan.
Mr. O'Kelly.
Mr. Picton.

Noes, 7.

Mr. Brodrick.
Mr. James Campbell.
Mr. Childers.
Captain Cotton.
Sir Frederick FitzWygram.
Mr. A. Gathorne-Hardy.
Mr. Edward Stanhope.

Paragraph agreed to.

Question put, That these Draft Reports, as amended, be the Fifth and Final Report of the Committee to the House.—The Committee divided :

Ayes, 8.

Mr. Brodrick.
Mr. James Campbell.
Mr. Childers.
Captain Cotton.
Sir William Crossman.
Mr. Henry Fowler.
Mr. A. Gathorne Hardy.
Mr. Edward Stanhope.

Noes, 4.

Dr. Cameron.
Mr. O'Kelly.
Colonel Nolan.
Mr. Picton.

Ordered, To Report.

FIFTH AND FINAL

R E P O R T

FROM THE

SELECT COMMITTEE

ON

ARMY ESTIMATES;

WITH THE

PROCEEDINGS OF THE COMMITTEE.

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I N D E X.

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6. *Question of Transfer of War Office Accounts to the Comptroller and Auditor General for detailed Audit:*

Suggestion that the examination of the sub-accountant's accounts should be transferred to the Comptroller and Auditor General, subject to the latter submitting his queries to the Secretary of State and being bound by his decisions, *Knox* 222.

Necessity of reviewing the position and powers of the Secretary of State with regard to queries raised by the Comptroller and Auditor General, if the whole work of audit were undertaken by the latter; room for economy in this direction by saving duplication of staff, *Knox* 223, 224.

Grounds for strongly objecting to the proposal by Mr. Knox for transferring the examination of the sub-accountant's accounts from the War Department to the Audit Office, subject to certain conditions and limitations; subordination thereby of the position and functions of the Comptroller and Auditor General, without any real economy being secured, *Sir C. L. Ryan* 1145-1156 — Full consideration already given by witness to a suggestion that the accounts generally of the War Office and other spending departments should be audited entirely outside the departments; statement hereon as to the sense in which under the present system there is duplication of examination or audit, *ib.* 1147-1156.

Doubt as to the expediency of any large extension of the audit of authority as regards the Army Accounts in this country; an addition of 150 clerks to witness' department would not suffice for a detailed audit of all the accounts, *Sir C. L. Ryan* 1196-1212 — Character of the examination now applied by the War Office to various accounts, witness submitting that constant correspondence and increased expense would result if the audit were all transferred to his department, *ib.* 1242-1250 — Necessary examination by the War Office irrespectively of any audit by an outside department, *ib.* 1296-1299.

7. *Question of the War Office being allowed to pass small Items without Vouchers being produced:*

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8. *Large Saving under a System of Test Audit:*

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9. *System of District Audit now being tried:*

System of district audit now being tried at Colchester, and about to be tried at Aldershot and some other stations; large economy expected thereby as regards War Office clerks, whilst the regimental paymasters will be dispensed with, *Viscount Wolseley* 6008-6011.

See also *Accounts. Comptroller and Auditor General. Paymasters.*

B.

Balance Sheet (Manufacturing Departments). See Accounts. Carriage Department.

Bandsmen and Trumpeters. Unduly large number of bandsmen and trumpeters in the British Army; usefulness of the former (if required) as bearers, and, to some extent, as soldiers, *Viscount Wolseley* 6383-6392.

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BARRACKS AND CAMPS:

1. *Concurrence of Evidence as to the exceedingly Bad and Insanitary Condition of many of the existing Barracks.*
2. *Very large Expenditure contemplated by the Military Authorities as compared with the Charge in the Estimates for 1887-88.*
3. *Views of the Inspector General of Fortifications and the Quartermaster General as to the Necessity and the eventual Economy of considerable Outlay on New Buildings, and as to the Total Sum required for New Works, and for Improvements and Repairs.*
4. *Question of Concentration.*
5. *Mode of carrying out New Works, and Time required.*

1. *Concurrence of Evidence as to the exceedingly Bad and Insanitary Condition of many of the existing Barracks:*

Necessity at present of using barracks which are entirely unfit for occupation, *Duke of Cambridge* 1833; *Viscount Wolseley* 5903—Excessively bad sanitary condition of the Albany Barracks, London, and of several others, *Sir L. Nicholson* 4000. 4043, 4044. 4057-4061. 4075, 4076—Crammed state of the barracks at Malta and Gibraltar, *ib.* 4055. 4102-4105—Conclusion as to the expediency of entirely rebuilding the Albany Barracks, without any ornamentation, *ib.* 4075-4081. 4096-4100.

Permanent barracks proposed at Aldershot, the huts having lasted more than thirty years and requiring much repair, *Sir L. Nicholson* 4091-4094. 4123-4125—Improvements proposed at the Portsmouth Barracks, which are in a very bad state, though others are worse, *ib.* 4126-4132.

Consideration of the sanitary condition of the Royal Barracks, Dublin, more especially as regards liability to typhoid fever; mystery on this point, though witness attributes the mischief to the Liffey, *Sir L. Nicholson* 4239-4259.

Explanations and suggestions respecting the condition of the several barracks dealt with in the evidence of *Sir Lothian Nicholson*, more especially the Albany Barracks (Regent's Park), the Leeds Cavalry Barracks, the Royal Barracks, Dublin, and the barracks at Galway, Malta, and the Cape, *Sir R. H. Buller* 5077-5085. 5133. 5134. 5140-5149. 5170-5187.

Bad condition of the stables in Albany-street Barracks; large outlay involved in re-building, though several other barracks have more pressing need of improvement, *Sir R. H. Buller* 5077-5079. 5170-5172. 5176-5179—The Leeds Cavalry Barracks are not in any urgent need of repair, compared with many other barracks, *ib.* 5080. 5133. 5134. 5178, 5179—Opinion that the Burnley Barracks is the worst in England, *ib.* 5081.

Fairly good condition, structurally, of the Dublin Barracks; they are, however, too much crowded, and some of the buildings should be removed, *Sir R. H. Buller* 5082, 5083. 5147-5149—Reference to the Galway Barracks as the worst in the United Kingdom; expediency of their re-construction, *ib.* 5084. 5140 5146. 5186—Great want of a new artillery barrack at Portsmouth, *ib.* 5084. 5139—Very bad condition of the Cape Barracks, which should be entirely rebuilt, *ib.* 5187.

2. *Very large Expenditure contemplated by the Military Authorities as compared with the Charge in the Estimates for 1887-88:*

Examination to the effect that the general officers at the different stations put forward 125 new services for barracks, at a gross estimated cost of 917,159 £, that out of this amount only about 305,000 £. was submitted by witness to the Secretary of State, and that the latter further reduced the amount to 115,100 £. for ten new services, towards which the provision in the present Estimates is only 13,950 £.; *Sir L. Nicholson* 3926-3973. 3981-3989. 4113-4122. 4153, 4154. 4281-4284.

View of witness at the time that some 800,000 £. (out of 917,159 £.) should have been granted in the interests of the service, though only about 305,000 £. was submitted officially to the Secretary of State, who after several interviews cut down the amount to 115,100 £.; *Sir L. Nicholson* 3939-3971—Entire responsibility of witness for the preparation of the Estimate, though he felt precluded from submitting anything like the total he considered requisite for barrack accommodation, *ib.* 3960-3967.

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Corrected statement made by *Sir Lothian Nicholson* respecting the sum taken for barracks, he having submitted to witness a total of 380,000 £., whilst it was intended that only about 40,000 £. should be inserted in the Estimates for the present year, *Right Honourable E. Stanhope* 5192, 5193.

Pressure

BARRACKS AND CAMPS—continued.

2. *Very large Expenditure contemplated by the Military Authorities, &c.*—cont^d.

Pressure put by witness upon the military authorities to modify their barrack demands, in view of the large expenditure required for fortifications; considerable number of items struck out, after full discussion, the total for new works having been reduced to 115,000 *l.*, and the amount in the present year to 13,950 *l.*, *Right Honourable E. Stanhope* 5193-5200—Galway barracks were not in the list submitted to witness by Sir Lothian Nicholson, *ib.* 5199, 5200.

3. *Views of the Inspector General of Fortifications and the Quartermaster General as to the Necessity and the eventual Economy of considerable Outlay on New Buildings, and as to the Total Sum required for New Works, and for Improvements and Repairs:*

Necessary expenditure of a considerable sum on increased barrack accommodation whether there had been a localisation scheme or not, *Sir L. Nicholson* 3924, 3925—Examination as to witness' grounds for the conclusion that much economy would eventually result from a large outlay in new and permanent barracks, in lieu of the present system of trying to maintain buildings far gone in decay; large saving expected on the score of repairs, *ib.* 3974-3991. 3995. 4040-4050. 4066-4074. 4091-4095. 4110-4112.

Requirement of 360,000 *l.* for the completion of services in hand over a period of about four years, *Sir L. Nicholson* 3991-3993—Estimate of 722,000 *l.* as the sum required for entirely new barrack services, irrespectively of the camps, in the reconstruction of which (in brick with felt roofs) a further sum of about 1,400,000 *l.* will be required, *ib.* 3993-3999. 4022-4034—Very large sums wanted for the Albany Barracks in the Regent's Park, and for the barracks at Leeds, Galway, Burnley, Dublin, and the Cape; also for a hospital for the troops in London, *ib.* 4000. 4106-4109.

Aggregate of 4,696,000 *l.* as the sum estimated for the whole of the Empire for barrack works, &c., this being exclusive of fortifications, *Sir L. Nicholson* 4004-4021—Requirement not only of some 5,000,000 *l.* but of about six and a half millions if the army be increased by 11,000 men, as suggested by the Commander-in-Chief, *ib.* 4051-4056.

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Concurrence generally in the data assumed by Sir Lothian Nicholson for his estimate of the outlay required for the repair of some of the existing barracks, and the replacement of others by new structures, *Sir R. H. Buller* 5070-5073. 5173-5181—Large expenditure necessary if the camps are to be replaced by permanent buildings, *ib.* 5073—Reference to the use of barracks by the Militia as not necessarily involving waste, *ib.* 5155-5159.

Question considered whether the large expenditure proposed by Sir Lothian Nicholson for barracks is essential, or whether it would not be more expedient to spend less upon barracks, and more upon other services, such as the magazine rifle, *Sir R. H. Buller* 5173-5187.

Approximate estimate for completing the re-construction of camps in permanent materials, in addition to services already included in the Estimates; total of 1,415,000 *l.*; of which 800,000 *l.* is for Aldershot, *App. (2nd Rep.)* 283. 285.

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4. *Question of Concentration:*

Advantage if barracks had not been established at Burnley and other places; local opposition to their removal, *Sir L. Nicholson* 4155-4161—Several obstacles to the concentration of troops and of barracks, *Sir R. H. Buller*, 5087-5095; *Viscount Wolseley*, 5900-5918—Large room for economy by a concentration of barracks and the erection of new buildings in lieu of many of those now in use, *Viscount Wolseley*, 5900-5906.

5. *Mode of carrying out New Works, and Time required:*

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Sufficiency of about two years for the completion of all the required works, *Sir R. H. Buller*, 5066, 5097—Economy to be secured by a comprehensive scheme of barrack expenditure, to be carried out at once, instead of voting small sums annually, *ib.* 5126-5131, 5182, 5191.

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Biddulph, Lieutenant General Sir Robert, G.C.M.G., C.B., R.A. (Analysis of his Evidence).—Experience of witness for only three months as Director General of Military Education; he was previously a member of Lord Harris's Committee of Inquiry, 4473, 4474.

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Boots (Soldiers' Clothing). Probable improvement if the boots were a part of the necessities, instead of equipment, *Duke of Cambridge* 7275, 7276.

Brand, The Honourable Henry Robert. (Analysis of his Evidence.)—Witness, who was Surveyor General of the Ordnance from 1883 till 1885, explains the circumstances under which, upon his representation to the Secretary of State, pledges were given to certain firms at Sheffield and to Sir Joseph Whitworth & Co., respecting the forging of large steel ingots for heavy guns for the Army and Navy, 4285-4317.

Abnormal character of the demand which led to the foregoing arrangement; inadequate capacity of Woolwich and Elswick for providing the required supply, 4287-4289—Considerable outlay necessary at Woolwich for plant for the forging of large ingots; difficulties and expense also on the score of staff, 4288-4296.

Great importance attached to an alternative supply of guns, independent of Woolwich, not only as regards the Army but the Navy; increased security on the score of national defence, 4296-4300. 4303—Illustration in the case of France of the impolicy of relying solely on Government works, 4300, 4301.

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Brennan Torpedo. Peculiar character of the Brennan torpedo supplies, so that a separate sub-head has been given for this expenditure, *Knox* 296, 297.

Buller, Major General Sir Redvers H., V.C., K.C.B., K.C.M.G. (Analysis of his Evidence.)—Witness, who is Quartermaster General at the War Office, has considered the evidence given by Sir Lothian Nicholson on the subject of barrack accommodation, 5067-5069.

Concurrence generally in the data assumed by Sir Lothian Nicholson for his estimate of the outlay required for the repair of some of the existing barracks, and the replacement of others by new structures, 5070-5073. 5173-5181—Large expenditure necessary if the camps are to be replaced by permanent buildings, 5073—Economy eventually by the erection of permanent structures in lieu of wooden huts; objection made by witness to any more huts being erected, 5074-5076.

Explanations and suggestions respecting the condition of the several barracks dealt with in the evidence of Sir Lothian Nicholson, more especially the Albany Barracks (Regent's Park), the Leeds Cavalry Barracks, the Royal Barracks at Dublin, and the barracks at Galway, Malta, and the Cape, 5077-5085. 5133, 5134. 5140-5149. 5170-5187—Reference to the Galway Barracks as the worst in the United Kingdom; expediency of their reconstruction, 5084. 5140-5146. 5186—Great want of a new artillery barrack at Portsmouth, 5084. 5139.

Concurrence in the view that at many stations married soldiers' quarters should be provided, 5086—Advantage in a military point of view, together with economy, if there were a greater concentration of stations and barracks; obstacles in the way, 5087-5095—Sufficiency of about two years for the completion of all the required works, 5096, 5097.

Explanation that witness has not, in his capacity of Quartermaster General, made representations to the Secretary of State respecting barracks, 5098-5102—Conclusion as to the Secretary of State having been aware of the views of Sir Lothian Nicholson with regard to the large expenditure required, though the proposal submitted by the latter was for a comparatively small amount, 5103-5106.

Great increase of expenditure entailed by the constant variation in the regimental establishments and the increase or decrease in the strength of the Army; amended system suggested on this point, 5107-5125. 5135-5138. 5188-5190—Economy to be secured by a comprehensive scheme of barrack expenditure, to be carried out at once, instead of voting small sums annually, 5126-5131. 5182. 5191.

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Question considered whether the large expenditure proposed by Sir Lothian Nicholson for barracks is essential, or whether it would not be more expedient to spend less upon barracks and more upon other services, such as the magazine rifle, 5173-5187.

[Second Examination.]—Decided objection to soldiers being allowed to retain their old clothing, more especially the outside garment, 6619-6622—Very useful change introduced this year whereby an immense number of small articles of less value than threepence each are allowed to be dealt with by the commanding officer, who sells them and credits the receipts to the canteen fund, instead of the articles in question being brought into account against the men; great saving of clerical labour thereby, 6623-6625—Opinion that the foregoing arrangement should apply to all the garments of the soldier; alternative modes in which the receipts on sale by the commanding officer might be dealt with, 6628-6632.

Bulwer, Lieutenant General Sir Edward G., K.C.B. (Analysis of his Evidence.)—Former experience of witness for six years as Inspector General of Recruiting; he has also been Deputy Adjutant General for a few months, 5047-5049.

Result of witness' experience that he strongly advocates the continuance of deferred pay as a very great advantage in recruiting for the Army; favourable effect produced upon the friends and parents of intending recruits, 5050-5062—Belief that a very large proportion of the men return to their homes with their deferred pay in their pockets, though there may be many who waste it in drink; great boon in the case of provident men, 5057-5063—Decided improvement if the money were paid over to the men on reaching home through the local savings banks instead of being handed to them on discharge, 5064-5066.

Burnley Barracks. See *Barracks, &c.*

C.

Cambridge, Field Marshal H. R. H. The Duke of, K.G. (Analysis of his Evidence.)—Calculation that there should be about 11,000 more men in the Army at home for purposes of relief, &c., if the Army abroad is to be maintained on the basis of its present numbers,

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numbers, 1743-1749—Great difficulty now experienced in the matter of reliefs owing to the large number of non-effectives from various causes, 1743.

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Opinion that the number of officers in the Army should be increased rather than reduced; very small establishment of officers abroad, 1749. 1794-1798—Apprehended difficulty as regards officers should an emergency arise; inexpediency of re-employing retired officers, who have lost touch with the Army, 1750, 1751. 1764-1799.

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Necessity of the compulsory retirement of a large number of effective officers in order to maintain the flow of promotion, and to secure the efficiency of the service; questionable expediency of any further extension of the age for retirement, 1771, 1772—Doubt as to much economy resulting from placing the Transport Department under military command, 1784, 1785—Explanation as to the increased charge entailed at home on account of the additional force required for keeping up the increased number of men now maintained in India, 1800-1808.

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Several respects in which the British soldier is better cared for than any other soldier in Europe, this being necessary in order to attract men to the service, 1821, 1822—Value attached to attractive clothing; illustration in the case of the Volunteers, 1823-1827.

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Necessity in Germany and France of calling out the reserves, in order to put regiments on foreign service at their full war strength, 1856—Entire inadequacy of the reserve store of rifles in England, 1857, 1858—Steps being taken towards the adoption of a new and improved rifle; disadvantageous position of this country in the matter as compared with France, 1859-1865.

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CHAPLAINS' DEPARTMENT (DIVINE SERVICE):

1. *Change in the Name of Vote 2.*
2. *Establishment of Chaplains.*
3. *Officiating Chaplains.*
4. *Nonconformists.*
5. *Duties and Work of Chaplains.*
6. *Promotions, Retirements, and Pensions.*
7. *Re-employment of Retired Chaplains.*
8. *Chaplain General.*
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10. *Expenditure under Vote 2, and under other Votes.*
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1. *Change in the Name of Vote 2:*

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Explanation as to the title of the Vote having been altered from "Divine Service" to "Chaplains' Department," *Knox* 1414, 1415.

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2. *Establishment of Chaplains:*

Steps being taken to reduce the number of established chaplains as vacancies occur, there being about two too many, *Sir R. W. Thompson* 783. 806—Determination of the question of appointment of an established chaplain by the number of men requiring his ministrations, *ib.* 784-787. 808, 809. 825, 826—Statement of the relative number of Church of England, Roman Catholic, and Presbyterian chaplains on the establishment, *ib.* 791.

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3. *Officiating Chaplains:*

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Similar capitation rate paid to all officiating clergymen, those of the Church of England receiving the largest average payment, *Edghill* 860-862. 955, 956—Objections to the increased employment of local clergymen in lieu of chaplains; very little economy thereby, *ib.* 879-885. 896.

Information respecting the allowance for officiating clergy at the Ordnance Factories at Woolwich, Eltham, and Waltham Abbey, the total being 585 *l.*, *Knox* 1418-1430. 1440-1443—Slight decrease in the charge for the officiating clergy, *ib.* 1435-1437.

4. *Nonconformists:*

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Equal facilities of Nonconformist as of Church of England soldiers in regard to attendance at religious services; instances of men changing from one denomination to another, *Edghill* 902-914. 922-930.

Employment of Wesleyan ministers, but not on the establishment of chaplains, the Establishment comprising Presbyterians as well as Roman Catholics and members of the Church of England, *Knox* 1480-1486.

5. *Duties and Work of Chaplains:*

Illustration at Aldershot of the excellent work being done by the majority of the chaplains, *Edghill* 843-849—Great proportion of recruits who are without religious influence and have never been confirmed, *ib.* 847. 855. 876-878. 915-918.

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Explanations respecting the arrangement for the religious and secular instruction of soldiers' children of different denominations; absence of difficulty on religious grounds, *Edghill* 871-874—Opportunities given for attending Communion; expediency of this facility being made well known to the men, *ib.* 919. 931-936—Necessity of daily ministrations as well as Sunday services, *ib.* 945, 946.

6. *Promotions, Retirements, and Pensions:*

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Increase of four in the number of 3rd Class Chaplains by promotion from the 4th Class after ten years' service, *Knox* 1431-1434—Explanation as to the mode of charging the retired pay of the late Chaplain General, *ib.* 1472-1475—Optional retirement of chaplains after twenty years' service, which retirement is compulsory at the age of sixty unless exception is made by the Secretary of State, *ib.* 1476, 1477.

7. *Re-employment of Retired Chaplains:*

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8. *Chaplain General:*

Total of 800 *l.* a year as witness's salary as Chaplain General, besides which he has 150 *l.* a year as Chaplain of the Tower; summary of his duties, *Edghill* 889-896. 943, 944.

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Edgehill 850, 851—Very unsatisfactory accommodation in the school chapels for Divine Service; use of all the chapels and many of the churches by the different denominations, *ib.* 851–854, 863, 864.

10. Expenditure under Vote 2 and under other Votes:

Supply by witness of the materials for the Vote to the Finance Branch; explanation hereon as to the Vote not including the salaries of the chaplains of the Military Education Establishments, *Sir R. W. Thompson* 812–824.

Decrease of three in the number of chaplains employed, so that there has been a reduction of 1,584 *l.* on Vote 2 of this year; increase under the Non-effective Vote by a nearly similar amount, *Knox* 1373–1380—Reduction from 2,600 *l.* last year to 1,900 *l.* this year in the amount taken for Divine Service in Egypt; statement hereon as to the reduction in the force in Egypt, and as to the staff of chaplains of different denominations, *ib.* 1374, 1381–1393, 1444–1446, 1483, 1484—Increase in the Vote for Divine Service in past years, owing mainly to the localisation of the forces, *ib.* 1381, 1439.

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Careful inquiry made with a view to reducing the Vote as much as possible, *Knox* 1438.

Inclusion under Vote 16 of the pay of the Chaplain General and of the Director General of the Army Medical Department, instead of as formerly under the Votes for the Chaplains' Department and Medical Establishment respectively; exception taken to this change, *Sir R. W. Thompson* 4782–4784.

11. Review by the Committee, and Conclusions arrived at:

Total of 81,834 *l.* as the cost this year of the Chaplains' Department, though the amount under Vote 2 is only 58,300 *l.*; *2nd Rep.* iii—Aggregate of about 86,000 *l.* as the charge for Divine Service for all purposes, inclusive of a non-effective charge of 13,304 *l.*, *ib.*

Summary of the staff of chaplains and officiating clergymen of different denominations, and of the pay in each case, *2nd Rep.* iii, iv.

Conclusion of the Committee that a more extended employment of officiating clergymen would in all probability result in a sensible economy, *2nd Rep.* iv—Saving through officiating clergymen not coming on the Votes for retired pay, whilst a chaplain, after thirty years' service, can retire on a pension of 300 *l.* a year, *ib.*

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Chelsea Hospital Commissioners (Payment of Pensions). Evidence to the effect that the business done at Chelsea in connection with pensions might be equally discharged at the War Office with considerable economy on the score of staff, *Knox* 7203–7229—Question considered whether the constitution of the Board of Commissioners of Chelsea Hospital should not be amended; difficulty as to attendance, *ib.* 7218–7227, 7229—Direct payment by the Admiralty of the Navy pensions, *ib.* 7230, 7231.

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CLOTHING :

1. *Re-organisation and Working of the Army Clothing Department.*
2. *Question of Control by the Civil or Military Authorities.*
3. *Books and Accounts of the Department.*
4. *Simplification applied to the Accounts as between the Regiments and the Clothing Factory : further Improvement suggested in this direction.*
5. *Cost, Quality, and Durability ; Causes of the large Increase of Charge under the Vote.*
6. *Old Clothing.*
7. *Suggestions as to the Supply generally.*
8. *System of Inspection.*
9. *Reserve Supplies.*
10. *French Army.*
11. *Review by the Committee.*

1. *Re-organisation and Working of the Army Clothing Department :*

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Explanation of the organisation of the Clothing Department in former years, the changes effected in 1857, and the re-organisation in 1863, when witness was appointed Director of Clothing with sole responsibility, *Ramsay* 3692—System of off-reckonings previously to 1855, under which the colonels provided the supply out of an allowance of so much per man ; subsequent modification and eventual discontinuance of this system in favour of supply through a Public Department by public contract, *ib.* 3711-3715.

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Relative salaries of soldier clerks and civilian clerks in the Clothing Factory ; economy by an increased employment of the former or of boys, *Ramsay* 3776-3794. 3824-3829—Employment at the Pimlico establishment of about 2,000 men, women, and boys ; liberal rate of wages paid to women, *ib.* 3809, 3810. 3877-3883.

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2. *Question of Control by the Civil or Military Authorities :*

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Dissent from the view of the Commander in Chief that the Clothing Department should be managed by the military authorities ; sufficient control now exercised by the Commander in Chief over the clothing for the Army, whereas the Department also supplies clothing for the Post Office, the Metropolitan Police, and India, *Ramsay* 3806-3808. 3811—Further approval generally of the present system as administered by witness ; about one-third of the work is not for the Army, *ib.* 3874-3876.

3. *Books and Accounts of the Department :*

Statement as to there not being any proper set of books or accounts at the Clothing Factory, a better system being much required ; means of ascertaining the cost of any article as a cost-book is kept, *Whinney* 2179-2190. 2199. 2255-2261.

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Explanation that the books and accounts of the establishment are kept according to the system laid down by the Financial Department of the War Office ; explanations hereon in reply to statements in the report of Messrs. Whinney and Waterhouse, *Ramsay* 3800-3804—Data upon which the actual cost of the articles made in the Factory is calculated, the price of every article being shown in the Balance Sheet, *ib.* 3848-3858.

Simplification

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4. *Simplification applied to the Accounts as between the Regiments and the Clothing Factory; further Improvement suggested in this direction:*

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2. *Officers.*
3. *Soldiers and Soldiers' Children; Garrison, Regimental, and Board Schools.*
4. *Official Inquiry into the Education Vote; Economies effected.*
5. *Schoolmasters and Schoolmistresses; Pupil Teachers and Soldier Assistants.*
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1. *Central Staff engaged in the Administration of Military Education :*

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3. Soldiers and Soldiers' Children, &c.—continued.

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 2. *Proposal of Lord Wolseley that in future only those Officers should be placed on the Generals' List for whom there are Appointments and constant Employment; Margin or Surplus desirable to be maintained.*
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1. *As to the Establishment of General Officers, &c.*—continued.

Gradual but important reductions already effected in the establishment of general officers, the number having been 325 previously to 1877, and having been reduced in 1879 to 292, and in 1881 to 140; *Duke of Cambridge* 7265. 7269-7271—Opportunity in 1891 for further reduction; depreciation of unnecessary changes in the matter, *ib.* 7265, 7266. 7329—Small number of men in the general officers' list who would be considered unfit for employment, *ib.* 7267, 7268.

Enormous saving feasible by reducing the establishment of generals by one-half, which might be done without any interference with the efficiency of the Army, *Viscount Wolseley* 5847.

Contemplated reduction of the present list of generals by one-half in course of time; statement hereon as to the absurdly large number of unemployed generals, and the great scope for economy in this direction, *Viscount Wolseley* 6017-6023. 6045—Fixed establishment laid down by Royal Warrant for general officers, a reduction of one-half having been made since 1881; opinion that the present number (140) is absurdly high, *ib.* 6027-6029. 6043-6045—Gradual manner in which the former establishment of generals was reduced from 280 to 140; expediency of further and large reduction by degrees, *ib.* 6158-6171.

Enumeration of the several changes since 1854 in the establishment of general officers in the age for retirement; large reduction in the number under the Warrant of 1881, *Robinson* 6994-7005.

Statement with reference to the total number of general officers, between 400 and 500, having been upon the establishment at one time or another; large reduction contemplated, *Knox* 7026-7030. 7170-7176.

Summary by the Committee of the alterations under different Warrants in the number of general officers, and of the reduction effected from time to time, *5th Rep.* ix, x.

2. *Proposal of Lord Wolseley that in future only those Officers should be placed on the Generals' List for whom there are Appointments and constant Employment; Margin or Surplus desirable to be maintained:*

Contention that only those officers should be placed on the generals' list for whom there are appointments, and that the present establishment of 140 generals should be allowed to die out gradually, *Viscount Wolseley* 6017. 6043-6046. 6111-6116—Increased efficiency by the constant employment of generals, instead of so many of them remaining for several years unemployed; practice hereon in the German Army, *ib.* 6017. 6046. 6284-6286.

Further opinion that there should be no effective generals on half-pay, but that they should be continually employed so long as they are efficient; small margin to be maintained in excess, so as to allow for temporary sickness, *Viscount Wolseley* 6171-6176.

Large reduction in the Establishment, and saving of 52,467 *l.* a year by Great Britain and India, if promotions only took place where there are actual appointments to be held; considerable diminution thereby in the average income of every officer above the age of fifty-five, *Robinson* 7009-7013.

Decided approval of men not being promoted to the establishment of general officers unless there are appointments for them to fill; witness has long been a supporter of this view, *Knox* 7026-7030.

Concurrence to some extent in the proposal that only those men should be made generals for whom there were appointments to fill; margin necessary in order to provide for contingencies, *Duke of Cambridge* 7261.

Conclusion of the Committee as to the expediency of full consideration being given to the proposals of Lord Wolseley respecting promotion to the rank of major general, *5th Rep.* x, xi.

3. *Promotion and Retirement:*

Inefficiency entailed by the system of promotion by seniority to the rank of general; decided improvement since selection has been partially resorted to, *Viscount Wolseley* 6017-6022—Strong objection to any extension of the limit of age for the retirement of general officers; great importance of young generals being available for active service, *ib.* 6077-6079. 6241.

Advantages in general officers being continued in their commands for a longer period, but not after a certain limit of age, *Viscount Wolseley* 6237-6240. 6284-6286—Operation as regards efficiency of the rule as to general officers being placed on the retired list if unemployed for five years, *ib.* 6424-6427.

Compulsory retirement of general officers after five years' non-employment, or after seven years if employed before promotion from colonels, *Knox* 7005-7008—Compulsory retirement at sixty-seven for generals and lieutenant generals, and sixty-two for major generals, *Robinson* 7005.

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4. Pay, and other Remuneration :

Consideration of the relative pay and other remuneration of general officers in the British Army, and of generals in the German Army; reasons for the much larger pay in the former case, these reasons not applying to regimental officers, *Viscount Wolseley* 6047-6076. 6413-6420.

Explanation that the employment of nine full generals of the English Army, who are each receiving 3,600 a year, is accounted for by their being Governors of Colonies, or holding other appointments; economy thereby, *Viscount Wolseley* 6066-6073. 6107-6110—Inadequate pay of generals in command; much higher pay of admirals at the same stations, *ib.* 6239. 6242-6248.

General Officers. Retiring pay of 1,000 *l.* a year for a full general at the age of sixty-seven, and of 700 *l.* a year for a major general retiring at the age of sixty-two, *Knox* 7178, 7179.

German Army. Broad distinction on several grounds between the British and German Armies, so that a comparison on the score of cost cannot be fairly made, *Duke of Cambridge* 1752-1756. 1769, 1770. 1786-1793. 1821-1827. 1885-1890—Statement as to the enormous expenditure on barracks, fortifications, and armaments in Germany out of the war indemnity received from France, *ib.* 1833-1836.

Necessity in Germany and France of calling out the reserves in order to place regiments on foreign service at their full war strength, *Duke of Cambridge* 1856—Much less cost of living in official circles in Germany than in England, this applying to civil as well as military life, *ib.* 1885, 1886—System in the German Army of retiring officers at a much later age than is the rule in England, *ib.* 1891-1893.

Much smaller proportion of officers in the German than in the British Army, this, however, being much complained of in the former regiments, *Viscount Wolseley* 6085. 6093.

Letter from General Brackenbury, dated 19th August 1887, submitting explanations respecting that portion of the great general staff of the Prussian Army which corresponds with the Intelligence Branch of the English War Office, *App. (2nd Rep.)* 142.

Information submitted by Mr. Stanhope respecting the composition and duties of the Military Cabinet, *App. (2nd Rep.)* 265.

Table showing distribution of officers and principal civil officials in the Prussian War Ministry in 1866; *App. (2nd Rep.)* 267, 268.

Provisional organisation of the different Departments for 1887; *App. (2nd Rep.)* 269, 270.

Gratuities for Long Service, &c. Explanation relative to the decrease by one half in the Vote this year for gratuities for long service, &c. *Knox* 7152.

Groceries (Soldiers' Rations). Objection to groceries being supplied to the men by the Secretary of State, *Lawson* 3591, 3592; *Knox* 3592, 3593.

Grover, Lieut. Colonel G. E., R.E. Memorandum by Lieutenant Colonel Grover, Assistant Director of Works, on the alleged economy of the cost of the superintendence of Admiralty works as compared with that of War Department works, *App. (2nd Rep.)*

Gunpowder and Gunpowder Factory. Large supplies of gunpowder about to be obtained by contract, *Maitland* 578, 579.

Summary in Report by Messrs. Whinney and Waterhouse respecting the accounts of the Gunpowder Factory at Waltham Abbey, *App. (1st Rep.)* 128.

GUNS AND GUN FACTORY :

Full information to be shown in the Vote for the Ordnance Factories as to the expenditure for guns, &c., whether for the Army, Navy, or for Colonial services, *Knox* 3.

Degree of responsibility of witness (as Director General of Ordnance Factories) in connection with the designs for guns; opinion that the Inspection Branch is finally responsible for any guns it has passed for service, *Maitland* 328-342—Statement as to the practice and the responsibility in respect of decisions to provide guns by contract or at the Ordnance Factories; reference to witness for his advice on this question, *ib.* 489-498. 514-518.

Responsibility generally of witness to the Secretary of State (through the Financial Secretary) in the matter of guns; he would be in communication with the Director of Artillery, but is not in any way subordinate to him, *Maitland* 504-509.

Further consideration of the question of responsibility in respect of designs for new guns and their subsequent supply; history of the 110-ton gun adverted to as showing the responsibility, respectively, of the Admiralty, the Director of Artillery, and the Ordnance Committee, *Maitland* 539-571. 585-596. 600-612.

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Statement to the effect that in consequence of pledges given to Sheffield manufacturers and to Sir Joseph Whitworth, when Mr. Brand was at the War Office, Woolwich is prohibited from making any larger gun forgings than for six-ton guns, *Maitland* 616-632 — Questionable policy of the foregoing pledges, though at the time there was very good reason for giving them in order to encourage the great steel makers to provide costly plant for the supply of heavy gun forgings, *ib.* 627-632.

Explanation on the question of witness' responsibility for large guns, whether made at Woolwich or by the trade; which pass the inspection and proof; he has (as Director of Artillery) no responsibility as regards manufacture, *Alderson* 675-692. 735. 739.

Witness (who was Surveyor General of the Ordnance from 1883 till 1885) explains the circumstance under which, upon his representation to the Secretary of State, pledges were given to certain firms at Sheffield, and to Sir Joseph Whitworth & Co., respecting the forging of large steel ingots for heavy guns for the Army and Navy, *Hon. H. R. Brand* 4285-4317.

Abnormal character of the demand which led to the foregoing arrangement; inadequate capacity of Woolwich and Elswick for providing the required supply, *Hon. H. R. Brand* 4287-4289 — Considerable outlay necessary at Woolwich for plant for the forging of large ingots; difficulties and expense also on the score of staff, *ib.* 4288-4296.

Great importance attached to an alternative supply of guns, independently of Woolwich not only as regards the Army but the Navy; increased security on the score of national defence, *Hon. H. R. Brand* 4296-4300. 4302 — Illustration in the case of France of the impolicy of relying solely on Government works for the supply of guns. &c. *ib.* 4300, 4301.

Explanation of the final arrangement made by witness with the trade as to the probable amount of orders to be divided between the several firms, on condition of their laying down the required plant; prospect held out to them, on the authority of the Gun Factory, that in the next three or four years about 14,000 tons of ingots would be required, *Hon. H. R. Brand* 4302-4305.

Intimation by witness to the firms in question that if they would do what was required of them the policy of Government would be not to extend any further the manufacture of steel ingots at Woolwich, *Hon. H. R. Brand* 4303 — Belief that the trade has since been dissatisfied with the amount of orders received, and that there has been a steady pressure on the part of heads of departments to reverse the policy initiated by witness, *ib.* 4305, 4306 — Satisfaction of the trade with the test now applied to their productions, *ib.* 4307 — Conclusion that the trade supply to Woolwich is now working well, both as to quantity and quality, *ib.* 4308.

Claim on the part of the Gun Factory that ingots can be made for much less at Woolwich than the price paid to the trade; dissent of witness from this conclusion, the allowance in the former case for depreciation of plant being insufficient, *Hon. H. R. Brand* 4309-4312. 4316, 4317 — Approval by Lord Hartington, as Secretary of State, of the proposals made by witness for dealing with the trade, *ib.* 4313 — Continued manufacture of the smaller ingots at Woolwich, *ib.* 4314, 4315.

Statement in report of Messrs. Whinney and Waterhouse respecting the accounts of the Royal Gun Factory, *App. (First Rep.)* 126.

Conflicting evidence before the Committee as to the responsibility for the design and manufacture of guns; continued difficulty in fixing upon any official the responsibility for the failure of a gun, *App. (First Rep.)* iv.

Reference to the pledges given by the Surveyor General of Ordnance in 1884 to certain manufacturers at Sheffield, and to Messrs. Sheffield guaranteeing to them the exclusive supply of certain articles, *First Rep.* iv — View of the Committee that it should be a matter of careful consideration whether this policy should be maintained for any considerable length of time, *ib.*

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H.

Half-Pay. Small number of officers to which the half-pay list has been reduced, not many of them being suitable for staff appointments, *Viscount Wolseley* 5851.

Explanations in connection with the re-employment of officers placed on half-pay; non-employment of seventy out of 152 generals on the half-pay list, *Knox* 7155-7169.

Summary by the Committee of the changes in the regulations as to half-pay since the abolition of purchase, *Fifth Rep.* vii, viii.

See also *Pensions.* *Retirements and Retired Pay.*

Halifax. Statement as to the garrison at Halifax not having any excess of medical officers, *Sir T. Crawford* 1039-1041—Reason for maintaining a Lieutenant-General at Halifax, *Duke of Cambridge* 2019—Room for one or two reductions in the staff, *Viscount Wolseley* 5845, 5846.

Harris, The Right Hon. Lord. (Analysis of his Evidence.)—Part taken by witness as Parliamentary Under Secretary of State at the War Office in the supervision and control of military education, 4318-4323.

Inquiry made at the instance of witness in order to consider the question of education of soldiers' children in the civil schools, witness having at first been favourable to this change, 4323—Several grounds upon which after careful inquiry witness was constrained to change his views upon the foregoing question and to uphold the system of Army schoolmasters, 4323-4338.

Explanation of the circumstances under which it has been decided to abolish the fourth class certificate for soldiers, whilst it is necessary to maintain the first, second, and third class certificates; advantage in the former case through the men now coming forward voluntarily, 4334-4341—Gradual substitution of the garrison system for the regimental system, it having been found that in some regiments the number of children were altogether too few to justify the expense of a schoolmaster for each regiment; good effect being produced by this change, 4340-4349, 4442, 4443.

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Very slight changes proposed at the Woolwich Academy, that institution being already managed efficiently and economically; amendment proposed in the form of the accounts, whilst it is intended to raise the cadets' contribution from 125 £. to 150 £. a year, 4387-4391.

Information respecting the Royal Artillery College, which is doing most useful work few changes recommended in the College, which is in a transition state, 4392-4394—Advantage if the College were decentralised and were extended, 4392, 4400—Excellent and economical operation of Kneller Hall in the training of bandmasters and bandmen for the Army, 4395-4398.

Conclusion that the system of education of officers by means of State-aided establishments should be maintained, and that it would be inexpedient to rely upon civil establishments for the supply of military education and discipline, 4400—Belief that the existing institutions are on the whole working well, and that it would be an improvement, in an educational sense, if all officers were required to pass through Sandhurst instead of some entering through the Militia, 4400, 4410-4423, 4433-4439.

Question considered as to the degree of proficiency in modern languages of young men who enter the service through Sandhurst and Woolwich; improvement in this respect, witness fully approving, however, of increased attention being paid to this study, 4401-4415, 4424-4429—Grounds for objecting to the schools being inspected by Her Majesty's Inspectors of Schools instead of by Army inspectors, 4445, 4446.

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this year on all the items of the Education Vote, owing partly to the recommendations made by the Committee of Inquiry, 4471, 4472.

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Horses and Wagons. Steps being taken for providing a sufficient supply of horses and wagons for two Army Corps, *Duke of Cambridge* 1905.—See also *Remounts.*

Huts. Opinion that sufficient money is not voted for replacing by barracks the decaying huts at Aldershot, Shorncliffe, the Curragh, and elsewhere, and that much expenditure is wasted in keeping them in repair; economy eventually by the construction of permanent barracks, *Sir L. Nicholson* 3974-3991. 3995. 4040-4050. 4066-4074. 4091-4095. 4110-4112—Eventual saving by the erection of permanent structures in lieu of wooden huts; objection made by witness to any more huts being erected, *Sir R. H. Buller* 5074-5076.

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Practical settlement of outstanding questions with India as to the balance due by the latter on the old capitalisation in respect of Non-effectives, *Robinson* 7187.

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Table showing the Influence of Age on the Sickness, Mortality, and Invaliding among the Troops in the Bengal Command, during the year 1886; *App. (Second Rep.)* 214; also as regards the Madras Command, *ib.* 215; also as regards the Bombay Command, *ib.* 216.

Table showing the Influence of Length of Service in the Country on the Sickness, Mortality, and Invaliding among the Troops in the Bengal Command, during the year 1886; *App. (Second Rep.)* 214; similar statement as regards the Madras Command, *ib.* 215; also as regards the Bombay Command, *ib.* 216.

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Increased cost of about 5,000 *l.* a year entailed by the new Inspection Department; establishment of this department, in order to ensure an independent inspection of all stores supplied by contract, *Knox* 91-109—Transfer of officers in connection with the new Inspection Department, the real increase of charge not being large, *ib.* 204-207—Approval of a separate inspection branch for special naval stores, but not for arms common to both services; steps being taken on the former subject, *ib.* 209-219.

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Operation of the Inspection Department independently of witness; entire change in this respect, *Maitland* 407-412—Similar functions exercised by the Inspection Department, whether the guns are produced at the factories or by contractors; witness has nothing to do with testing the contract supplies, *ib.* 499-503—Direct check of the Inspection Department upon the working of the factories, as any large rejections would imply inefficiency, *ib.* 529-531. 568, 569.

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Difficulties upon the question of transferring to the Admiralty the inspection of their own armaments; duplication of staff, and considerable increase of expense thereby, *Right Hon. E. Stanhope* 1349-1354.

Sole responsibility of the Director of Artillery for the efficient working of the new Inspection Department, and for the quality of the warlike stores supplied to the Army and Navy, with the exception of guns, *First Rep.* iv—Provision, under the new arrangement, for an annual inspection of all arms in the hands of the troops, *ib.*

Summary of the staff, and cost of the new department placed under the control of the Director of Artillery; total of 5,037 *l.* as the increased annual expenditure, *First Rep.* iv.

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Inspector General of Fortifications. Paper submitted by Sir Lothian Nicholson, explanatory of the pay, position, responsibilities and duties of the Inspector General of Fortifications and Royal Engineers, *App. (Second Rep.)* 274-276.

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Intelligence Department. Increase of about 12,000 *l.* in the War Office Vote since 1874-75, owing mainly to the charge for the Intelligence Department, *Sir R. W. Thompson* 4718-4793.

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J.

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Judge Advocate General. Witness (who was Judge Advocate General from May 1880 till June 1885) submits sundry details respecting the duties of the office in connection with courts-martial, &c., *Morgan* 752 *et seq.*

Important corrections applied to the evidence of Mr. O'Dowd, who greatly understated the quality and quantity of the work done by the Judge Advocate General; statistics as to the very large number of cases dealt with by witness, *Morgan* 752, 753—Advantage in the judgment of the Courts being reversed by a man of legal experience familiar with the rules of evidence; liability otherwise to illegal convictions, *ib.* 752, 753. 758-767—Expediency of the decision of the Judge Advocate General being final as regards his penal jurisdiction, *ib.* 753.

Large number of cases comprised in the administrative business discharged by the Judge Advocate General, witness submitting that on the whole there is ample work to be done (if it be not shirked), *Morgan* 753-757. 768. 773-775—Opinion that a man of considerable legal training should fill the office of Judge Advocate General, and that his position should be strong enough to enable him to resist the pressure of the Military Authorities, *ib.* 758-761. 768. 773-778.

Considerable friction for a time between the Horse Guards and the Office of Judge Advocate General during witness' tenure of the appointment; improvement through a Minute prepared by him in definition of the duties of the office, *Morgan* 775-778.

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Witness (who has been Judge Advocate General since August 1886) submits a letter which he wrote to the Secretary of State in January last, explaining the duties of the office and the amount of work, and suggesting certain alterations in the administration of the Department, *Sir W. Marriott* 1061-1065.

Necessity of maintaining a military deputy and a legal deputy, over whom there might be, in lieu of the Judge Advocate General, a legal officer of high authority perfectly independent of the Military Department, *Sir W. Marriott* 1065. 1072-1080—Advantage to the soldier in the Judge Advocate General standing between him and the Military Authorities; modified and more uniform punishments thereby, *ib.* 1065-1068. 1088.

Expediency of retaining the judicial, as distinct from the political, position of the Judge Advocate General, but not the office itself, there not being at present much work for the responsible head, *Sir W. Marriott* 1065-1082.

Imperative character of the reduction effected through the Judge Advocate General no longer receiving a salary of 2,000 *l.* a year; very minute amount of official labour now devolving upon this office, *Second Rep.* iv.

Strong opinion of the Committee that some high legal authority, entirely independent of the military authorities, must be appointed to secure the due administration of military justice and the proper protection of the private soldier, in whose interests the office of Judge Advocate General was originally instituted by Parliament, *Second Rep.* iv.

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Kilmainham Hospital. Explanation respecting different items in the Estimate for Kilmainham Hospital, the rates of pay of staff, &c., *Knox* 7232-7240—New arrangement as to one of the chaplains on the establishment in Dublin officiating at Kilmainham, *ib.* 7241.

Kneller Hall (School of Music). Excellent and economical operation of Kneller Hall in the training of bandmasters and bandmen for the Army, *Lord Harris* 4395-4398—Independent examination about to be applied at Kneller Hall, at a very small increase of expense, *Sir R. Biddulph* 4564.

Knox, Ralph Henry, C.B. (Analysis of his Evidence.)—Recent changes at the War Office, by which the control of the Financial Secretary is now extended over all the Army Votes, 1, 2—Main object of the change in Vote 12 to transfer to the Admiralty the responsibility for the expenditure upon warlike stores obtained by contract for the Navy, 3—Further object of the change to show in a classified form how a great deal of the expenditure was incurred which had previously been stated under the heads of "Wages and Materials," 3.

Full information to be shown in the Vote for the Ordnance Factories as to the expenditure for guns, &c., whether for the Army, Navy, or for Colonial Services, 3—Effect of the new arrangement that the payments to be made by the Navy will go directly to the Ordnance Factory Estimate, and will not pass through the Army Estimate Account, 3—Direct payment to be made by the Admiralty for stores obtained through the Director of Contracts; approval hereon of separate contracts for the Navy and for the Army, 3-7.

Explanation of the main points of difference between Vote 12 of last year and Vote 12 of this year, as regards the information shown in connection with the provision of warlike stores; advantage of the arrangement whereby wages, superintending expenditure, and other items are shown in a lump sum for the whole of the Arsenal, instead of separately for the several departments, 9-12.

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Explanation respecting the several heads under which warlike stores supplied to the Army are now, for the first time, divided, 21, 22—New arrangement as to the works required in the various factories, these being excluded from Vote 13 (except as regards expenditure at the Clothing Factory), 23-25—Reference to the Ordnance Store Department as being entirely separate from the factories, 26.

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Examination as to the actual control of Parliament, through the Comptroller and Auditor General, upon the expenditure on armaments, &c., and as to the effect on this score of the change in the form of the Estimates; opinion that this control is quite as great as before the change, 37-86. 169-176.

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2. *Strength and Duties of the Establishment.*
3. *Regulations as to Retirement.*
4. *Re-employment of Retired Men; Economy thereby.*
5. *Term of Foreign Service.*
6. *Proposed Removal of the Exemption of Medical Officers of the Foot Guards from Liability to Foreign Service.*
7. *Conclusions and Recommendations of the Committee.*

1. *Total Charge under Vote 4 and elsewhere; several Reductions in 1887-88, whilst there has been an Increase in the Non-Effective Charge:*

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2. *Strength and Efficiency.*
3. *Annual Training; Question of New Regulations on this Score.*
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PRISONS:

1. *Number of Military Prisons and of Prisoners; Suggestions for a Reduction of Prisons.*
2. *Ireland.*
3. *Scotland.*
4. *Provost Prisons.*
5. *Expenditure under different heads.*
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1. *Number of Military Prisons and of Prisoners; Suggestions for a Reduction of Prisons:*

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Opinion that all the military prisons might well be abolished except two in England (at Brixton and Chester) and one in Ireland; that is, concurrently with the reduced length of the sentences and other changes, *Lascelles* 2562-2578.—Increase of travelling expense if there were but two military prisons in England; suggestions for curtailing this expense by a reduced use of the prisons, *ib.* 2570-2618.

Proposal that all prisoners sentenced to be discharged with ignominy should go to the local civil prison; saving of travelling expenses thereby, *Lascelles* 2572-2576. 2608-2610. 2626-2633.—Suggestion also that deserters be sent to the civil prisons; examination in reply to objections to this change, *ib.* 2576, 2577. 2611-2618. 2635. 2644-2656.—Explanation respecting the large amount of travelling expenses under the present system, there being eight journeys, including each prisoner and escort; obstacles to any reduction of the escort, *ib.* 2579-2582. 2603. 2619-2625.—Conclusion that nine military prisons for 800 prisoners are quite unnecessary, *ib.* 2602.

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3. Scotland:

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Report by Mr. Denham Robinson and Mr. J. G. Ashley, dated 20th May 1887, on the normal effect of the Royal Warrant of 31st December 1886, on promotion and retirement of combatant officers, and showing the comparative effect of old and new warrant, *App. (4th Rep.) 10-30.*

Report by Messrs. Robinson & Davey dated 18th February 1881 upon general scheme for promotion and retirement, with altered organization and pay; tables and returns attached to Report, containing statistics and calculations in detail, *App. (4th Rep.) 31-50.*

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Tabular statement handed in by Mr. Denham Robinson showing the average service of officers promoted in the several arms of the service during certain years since 1839; *App. (4th Rep.) 57.*

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Responsibility of the Treasury in connection with the payment of 25,000 *l.* by the War Office to Major Watkin for the acquisition and use of the artillery position-finder invented by him, this payment having been sanctioned on 15th March 1888 out of the savings on the Army Estimates, *Sir R. E. Welby* 5419-5434. 5440 — Representation

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Return of statements laid upon the Table of the House of Commons in accordance with the Resolution of 4th March 1879, of cases in which the Naval and Military Departments have obtained the sanction of the Treasury to the application of an actual or anticipated surplus on one Vote to meet a deficiency on another, within the financial year, *App. (4th Rep.)* 56.

3. Explanations on the question of Printing the Treasury Minute laid on the Table of the House:

Witness (who is Librarian of the House of Commons and acts as Clerk at the Printing Committee) explains the practice usually adopted upon the question whether any Paper laid on the Table of the House should be printed, *Walpole* 5738 *et seq.*

With reference to a Treasury Minute sanctioning an award to Major Watkin, which Minute was laid on the Table on the 27th March 1888, and placed among the unprinted papers, witness believes that he submitted it to the Secretary of the Treasury in order to ascertain whether it should be printed or not; he is not aware of any precedent for the printing of Minutes of this class, *Walpole* 5741-5756. 5763-5771. 5780.

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Review of the circumstances connected with the payment of 25,000 *l.* to Major Watkin, without the previous knowledge or sanction of Parliament; review of the action, respectively, of the War Office and Treasury, *4th Rep.* viii-xii.

Statement that the Treasury Minute of 27th March not having been printed or circulated, Parliament would in the absence of the investigation of the Committee have had no knowledge of the payment until the presentation of the Appropriation Accounts in the year 1889, *4th Rep.* xi, xii—The Committee consider that the rule does not apply as to works already sanctioned being proceeded with without waiting till the Vote of the year is passed, *ib.* xi—No case has been cited in which the Treasury have provided for a future expenditure in the manner under consideration, *ib.*

Grounds for the conclusion that the arrangement should have been submitted for the approval of the House of Commons, and that in the absence of such approval the Treasury was not justified in sanctioning the payment, *4th Rep.* xi, xii—Conclusion that no plea of urgency can be sustained, *ib.* xi.

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(Mr. *Waterhouse*). Explanation of the practice of the London and North Western Company in taking stock of all the company's stores every two years, the expense not being great; efficiency of the process, 2051-2053, 2056-2068—Opinion that there should be a regular stock-taking at Woolwich, as a check chiefly upon waste; probable value represented by the stock, 2054-2059.

(Mr. *Whinney*). Concurrence of Mr. Waterhouse with witness that there was no use whatever in a fair copy cash book and a cash ledger, kept at the Carriage Factory, 2069—Evidence on the subject of the prices in the cost ledger not including any amount for rent, Government taxes, fire insurance, depreciation, or interest on capital, 2069-2076.

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(Mr. *Whinney*). Effect of the recent changes in the form of the Army Estimates that the form of account recommended by Mr. Waterhouse and witness for the Woolwich establishments is to some extent unsuitable, 2094, 2095, 2103—Grounds for the proposal that there should be a separate account for indirect expenditure; considerable importance attached to clear information on this point, 2095-2103, 2114—Necessity also of a certain amendment in connection with the Wages Account, 2103.

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With regard to the clothing of the British soldier, witness considers that the soldier of the line could hardly be dressed more cheaply, but that the pattern might be altered with advantage, 5936 — Consideration of the cost and durability of the clothing of the British Army and German Army respectively; probable room for economy in the former case by requiring longer wear of some articles before they are discarded, 5937-5959.

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Special importance attached to the efficient maintenance of the Reserve, not only of the Infantry, but of the Cavalry and Horse Artillery; no portion of the money voted for the Army is more useful expenditure, 5983-5989—Short-sighted policy, on the score of economy, in the Reserve not being called out every year for about a week or ten days' drill; witness has already pressed this view strongly on the civil authorities at the War Office, 5990-6004—Probability of men now drawing Reserve pay who are not in the Army Reserve at all; facility for personation, 5990-5992—Consideration to be shown as regards reservists in regular employment if the force were called out every year, 5998. 6002-6004.

Opinion that a saving of between 20,000 *l.* and 30,000 *l.* a year might be effected in the Pay Department; prospect of War Office reform on this subject, 6005-6016—System of district audit now being tried at Colchester, and about to be tried at Aldershot and some other stations; large economy expected thereby as regards War Office clerks, whilst the regimental paymasters will be dispensed with, 6008-6011.

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Wolseley, The Right Hon. Viscount, K.P., G.C.B., G.C.M.G. (Analysis, &c.)—continued.

Conclusion as to the expediency of the military authorities at the War Office not only submitting their full requirements to the Secretary of State, but having full control over the expenditure of the amount granted, and being responsible for such expenditure, 6195-6220. 6362-6366—Consideration of the extent to which expenditure is now, under the control of the Quartermaster General; approval of his occasionally diverging from the system of contract supply without reference to the Financial Secretary, 6203-6220. 6337, 6338—Expediency of more trust being placed in the integrity of officers, 6212.

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Wolseley, The Right Hon. Viscount, K.P., G.C.B., G.C.M.G. (Analysis, &c.)—continued.

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New arrangement as to the works required in the various factories, these being excluded from Vote 13 (except as regards expenditure at the Clothing Factory), *Knox* 23-25 — Sanction by the Secretary of State of some proposed new buildings at the Arsenal for the clerical staff; total estimate of 3,800 *l.* for these and other works, *ib.* 243-254.

Witness (who has been Inspector General of Fortifications since July 1866) is now directly responsible to the Commander-in-Chief, and is entirely responsible for the expenditure under Vote 13; *Sir L. Nicholson* 3903-3910.

Reference to a Memorandum by witness as showing that the net decrease in Vote 13, as compared with last year, is 122,000 *l.*, and the decrease is 51,678 *l.* on the average amount of the Estimates for the last ten years, *Sir L. Nicholson* 3911-3914.

Large expenditure on works and buildings since 1874-75, out of the Defence Loan and the Military Forces Localisation Loan, the latter account being now very nearly closed, *Sir L. Nicholson* 3915-3923 — Explanation that when a service first appears in the Estimates it is called a new service, and if not completed in the year is subsequently called a continuation service; Treasury sanction in connection with the latter, *ib.* 3927-3931.

Practice of witness not to put before the Secretary of State the full demands of the general officers at stations nor the full amounts which he (witness) considers requisite for the good of the service, as he is well aware that the Secretary of State is not in a position to grant them, *Sir L. Nicholson* 3937-3946.

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Explanation that certain deductions amounting to 182,188 *l.* should be made from last year's Vote for Works or before comparison with the present year; net reduction of 36,112 *l.* in the Estimate for 1888-89, *Right Honourable E. Stanhope* 5192 — Consideration given by the military authorities to the Estimates generally under Vote 13 before they were submitted to witness, *ib.* 5201, 5202.

Memorandum (by direction of the Inspector General of Fortifications and Royal Engineers) on the alleged economy of the cost of the Superintendence of Admiralty Works as compared with that of War Department Works, by Lieutenant Colonel G. E. Grover, Assistant Director of Works, *App. (2nd Rep.)* 277.

WORKS (INSPECTOR GENERAL OF FORTIFICATIONS)—continued.

Paper submitted by Sir L. Nicholson, dated 9th April 1888, together with Appendices, containing explanations in full detail respecting the estimated expenditure under the several sub-heads of the Vote for Works, Buildings, &c., *App. (2nd Rep.)* 289-304—Explanations in detail respecting the estimated expenditure on fortifications and ordnance store buildings, *ib.* 296, 297. 300. 302.

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Yearly Manœuvres. Valuable experience to be gained from yearly manœuvres; difficulty through the expense, *Duke of Cambridge* 7273.

Yeoman Warders (Tower of London). Employment of forty Yeoman warders at the Tower who do duty alternately, receiving extra pay, *Alderson* 4681-4683.

YEOMANRY:

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Cost of the Yeomanry adverted to; pay of 7s. a day to the men when on training, out of which they have to keep their horses, *Fremantle* 2850-2852. 2885-2888. 2906-2915. 2950—Consideration of the cost and duties of the adjutants and permanent staff; admission that the cost seems heavy whilst the duties are light, *ib.* 2865-2874. 2878-2880. 2956-2960—Improvement as regards the Yeomanry by its including more men of the trading class in small towns, *ib.* 2924-2928—Belief as to the Yeomanry being liable to be called out in support of the civil power, though it is very many years since this has happened, *ib.* 2929, 2930. 2935-2947.

Statement as to witness still holding the same strong opinion as in 1887, that the Yeomanry staff should be reduced, though he has not made any direct communication to the Secretary of State on the subject, *Knox* 2998-3004. 3014-3024—Explanation respecting the increased pay voted for the Yeomanry in the estimate for 1888, though there has been some reduction of force, *ib.* 3005-3013—Room for economy of staff by joining together the smaller Yeomanry regiments, *ib.* 3016-3022—Opinion as to the very useful character of the Yeomanry, if in an efficient state, *ib.* 3023.

Direct conflict of the military authorities with the Accountant General of the Army in reference to the question of expenditure, so that nothing has been done to reduce the cost of the force, *2nd Rep.* vii.

Increase of about 5,000 l. since 1874-75, attributable to additional charges for the permanent staff, *2nd Rep.* vii—Nothing has been done this year towards the reduction of the Vote, though the staff is very expensive, and Mr. Knox has frequently recommended that some economy should be effected, *ib.*

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R E P O R T
FROM THE
STANDING COMMITTEE
ON
LAW AND COURTS OF JUSTICE AND LEGAL
PROCEDURE
ON THE
BAIL (SCOTLAND) BILL;
WITH THE
PROCEEDINGS OF THE COMMITTEE.

Ordered, by The House of Commons, to be Printed,
7 June 1888.

LONDON:
PRINTED BY HENRY HANSARD AND SON;
AND
Published by EYRE and SPOTTISWOODE, East Harding-street, London, E.C.,
and 32, Abingdon-street, Westminster, S.W. ;
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and HODGES, FIGGIS, and Co., 104. Grafton-street, Dublin.

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1888.

STANDING COMMITTEE ON LAW AND COURTS OF JUSTICE
AND LEGAL PROCEDURE.

[Friday, 23rd March 1888]:—Committee nominated of Sixty-eight Members—

Mr. Tyssen Amherst.
Mr. Asquith.
Sir G. Baden-Powell.
Mr. J. B. Balfour.
Mr. Bartley.
Mr. Beach.
Mr. Beadel.
Mr. William Becket.
Mr. George Cavendish Bentinck.
Mr. Bradlaugh.
Mr. Jacob Bright.
Mr. Bryce.
Mr. Burdett-Coutts.
Sir George Campbell.
Mr. Jesse Collings.
Mr. Commins.
Mr. Curzon.
Colonel Dawnay.
Mr. Dillwyn.
Sir John Dorington.
Colonel Duncan.
Viscount Ebrington.
Mr. Arthur Elliot.
Mr. John E. Ellis.
Mr. Elton.
Sir Thomas Esmonde.
Mr. Finlay.
Mr. Henry H. Fowler.
Mr. Gardner.
Mr. Herbert Gladstone.
Lord Claud Hamilton.
Sir W. Vernon Harcourt.
Mr. T. M. Healy.
Mr. Staveley Hill.

Mr. Samuel Hoare.
Mr. Hobhouse.
Mr. Atherley-Jones.
Sir Ughtred Kay-Shuttleworth.
Mr. Kenyon.
Mr. Compton Lawrence.
Sir Charles Lewis.
Mr. Lockwood.
Mr. J. H. A. Macdonald.
Mr. Frederic Maclean.
Mr. Swift MacNeill.
Mr. Madden.
Mr. Mahony.
Mr. Marum.
Mr. Story-Maskelyne.
Mr. Matthews.
Mr. John Morley.
Mr. William O'Brien.
Mr. Pickard.
Mr. Picton.
Sir John Puleston.
Mr. John E. Redmond.
Mr. Russell.
Sir Charles Russell.
Mr. J. E. Spencer.
Sir Richard Temple.
Mr. Tomlinson.
Sir George Trevelyan.
Mr. Howard Vincent.
Mr. Waddy.
Sir Richard Webster.
Mr. Whitmore.
Mr. Wodehouse.
Mr. Stuart-Wortley.

[*Monday, 9th April 1888*]:—Mr. OSBORNE MORGAN appointed Chairman.

[*Friday, 13th April 1888*]:—*Ordered*. That the following Fifteen Members be added to the Standing Committee on Law and Courts of Justice and Legal Procedure in respect of the County Courts Consolidation Bill [H.L.]:—Mr. Ambrose, Mr. Chance, Mr. Coleridge, Mr. Donald Crawford, Mr. Cremer, Mr. Darling, Mr. Fenwick, Mr. Fulton, Mr. Gully, Mr. Charles Hall, Sir Henry James, Mr. Milvain, Mr. Robert Reid, Sir Albert Rollit, and Sir George Russell.

[*Tuesday, 17th April 1888*]:—*Ordered*, That Sir George Baden-Powell be discharged, and that Mr. Dugdale be added to the Standing Committee on Law and Courts of Justice and Legal Procedure.

[*Monday, 23rd April 1888*]:—*Ordered*, That the Standing Committee on Law and Courts of Justice and Legal Procedure have leave to print and circulate with the Votes any amended Clauses of Bills committed to them from time to time.

[*Tuesday, 15th May 1888*]:—*Ordered*, That Mr. Dillwyn and Mr. Ernest Spencer be discharged from further attendance, and Mr. Macartney and Mr. Thomas Price be added to the Committee.

R E P O R T.

BAIL (SCOTLAND) BILL.

THE STANDING COMMITTEE on LAW and COURTS of JUSTICE and
LEGAL PROCEDURE, to whom the BAIL (SCOTLAND) BILL was referred,
have gone through the Bill, and made Amendments thereunto.

7 June 1888.



PROCEEDINGS OF THE STANDING COMMITTEE ON LAW AND
COURTS OF JUSTICE AND LEGAL PROCEDURE.

Thursday, 7th June 1888.

MEMBERS PRESENT :

Mr. OSBORNE MORGAN in the Chair.

Mr. Anderson.	Mr. John E. Ellis.
Mr. Baird.	Sir Robert Jardine.
Mr. Bartley.	Mr. Kenyon.
Mr. Beach.	Mr. Compton Lawrance.
Mr. Beadel.	The Lord Advocate.
Mr. Bradlaugh.	Mr. Mackintosh.
Mr. Burdett-Coutts.	Mr. Marum.
Sir George Campbell.	Mr. Pickard.
Mr. James Campbell.	Mr. Mark Stewart.
Mr. Jesse Collings.	Sir Richard Temple.
Mr. Donald Crawford.	Mr. Wallace.
Mr. Curzon.	Mr. Shiress Will.
Sir John Dorington.	Mr. Wodehouse.
Colonel Duncan.	Mr. Stuart-Wortley.
Mr. Arthur Elliot.	

BAIL (SCOTLAND) BILL.

Clause 1, *agreed to.*

Clause 2, *amended.*

Amendment proposed, page 1, line 8, to leave out the first word "any," and to insert the word "and"—(Sir *George Campbell*).—Question proposed, That the word "any" stand part of the Clause.—Amendment, by leave, *withdrawn.*

Another Amendment made.

Another Amendment proposed, page 1, line 9, to leave out the word "may," and to insert the word "shall"—(Mr. *Mackintosh*).—Question put, That the word "may" stand part of the Clause.—The Committee divided :

Ayes, 22.	Noes, 2.
Mr. Baird.	Mr. Anderson.
Mr. Beach.	Mr. Mackintosh.
Mr. Bradlaugh.	
Mr. Burdett-Coutts.	
Mr. James Campbell.	
Mr. Jesse Collings.	
Mr. Donald Crawford.	
Mr. Curzon.	
Sir John Dorington.	
Colonel Duncan.	
Mr. Arthur Elliot.	
Sir Robert Jardine.	
Mr. Kenyon.	
Mr. Compton Lawrance.	
The Lord Advocate.	
Mr. Marum.	
Mr. Pickard.	
Sir Richard Temple.	
Mr. Wallace.	
Mr. Shiress Will.	
Mr. Wodehouse.	
Mr. Stuart-Wortley.	

Other

Other Amendments made.

Clause, as amended, *agreed to*.

Clause 3, page 1, line 17, after the word "renewed," to insert the words "but once only"—(Mr. Donald Crawford).—Question proposed, That those words be there inserted.—Amendment, by leave, *withdrawn*.

Clause *agreed to*.

Clauses 4, 5, 6, amended, and *agreed to*.

Clause 7, *agreed to*.

Clause 8.—Amendment proposed, page 2, line 32, to leave out from the word "mean" to the word "and" in line 34, and to insert the words "sheriff or sheriff substitute, or (except when the warrant of commitment for further examination, or till liberation in due course of law, has been granted by a sheriff or a sheriff substitute) magistrate of police, or justice of the peace"—(Mr. Donald Crawford).—Question proposed, That the words proposed to be left out stand part of the clause.—Amendment, by leave, *withdrawn*.

An Amendment made.

Clause, as amended, *agreed to*.

New Clause (Rules for carrying out Act), brought up, and read the first and second time, and *added*.

New Clause (Commencement of Act), brought up; and read the first and second time, and *added*.

New Clause (Prisoners on bail to be entitled to "run their letters").—It is hereby enacted that, from and after the passing of this Act, any person who has been committed, until liberated in due course of law, and has been admitted to bail for any crime or offence, and who shall not be served with an indictment within sixty days of such commitment, shall be entitled to give notice to the Lord Advocate, through the Crown Agent in Edinburgh, that, if he is not served with an indictment within fourteen days of such notice, the prosecutor will be called upon to show cause before the High Court of Justiciary why such accused person should not be brought to trial, and upon a note being presented to the said Court setting forth that such notice has been given and that no indictment has been served within such fourteen days, the Court shall appoint the prosecutor forthwith to show cause, and where cause is not shown to the satisfaction of the Court, the Court shall grant an order releasing such person and his cautioner from his bail bond at the expiry of three days from the issuing of such order, unless within said three days an indictment be served upon the accused: Provided always, that where any person accused has been admitted to bail after having been committed till liberated in due course of law, his bail bond shall not remain in force more than one hundred and ten days in all, and unless his trial is brought to a conclusion before the one hundred and tenth day, subsequent to commitment till liberated in due course of law has expired, he shall be declared for ever free from all question or process for the crime for which he was committed; but it shall be competent to the High Court of Justiciary in any case brought before it under this section, upon its being shown to the satisfaction of the Court that the trial of a person accused ought to be suffered to proceed after the lapse of one hundred and ten days as aforesaid, when the delay in prosecuting to verdict is owing to the illness of accused, or the absence or illness of any necessary witness, or the illness of a judge or juror, or any other sufficient cause for which the prosecutor is not responsible, to order the bail bond of the person accused, notwithstanding the expiry of the said period of one hundred and ten days, to remain in force, with a view to trial of the accused, for such period as to the said Court shall seem just.—(Mr. Mackintosh).—brought up, and read the first time.—Question, That this new Clause be read a second time,—put, and *negatived*.

Question, That this Bill, as amended, be reported to the House,—put, and *agreed to*.

Ordered, To Report.

REPORT

FROM THE

STANDING COMMITTEE

ON

LAW AND COURTS OF JUSTICE AND LEGAL
PROCEDURE

ON THE

BAIL (SCOTLAND) BILL;

WITH THE

PROCEEDINGS OF THE COMMITTEE.

*Ordered, by The House of Commons, to be Printed,
7 June 1888.*

[*Price 1d.*]

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R E P O R T

FROM THE

SELECT COMMITTEE

ON

BURGH POLICE AND HEALTH
(SCOTLAND) BILL;

WITH THE

PROCEEDINGS OF THE COMMITTEE.

Ordered, by The House of Commons, to be Printed,
23 July 1888.

LONDON:
PRINTED BY HENRY HANSARD AND SON;
AND
Published by EYRE and SPOTTISWOODE, East Harding-street, London, E.C.,
and 32, Abingdon-street, Westminster, S.W. ;
ADAM and CHARLES BLACK, North Bridge, Edinburgh ;
and HODGES, FIGGIS, and Co., 104, Grafton-street, Dublin.

*Ordered,—[Monday, 16th April 1888]:—*THAT the BURGH POLICE and HEALTH (SCOTLAND) BILL be read a second time, and committed to a Select Committee.

*Ordered,—[Thursday, 3rd May 1888]:—*THAT the Select Committee on Burgh Police and Health (Scotland) Bill do consist of Twenty-five Members.

Committee nominated of—

Mr. Anstruther.	Mr. Cochrane-Baillie.
Mr. Asher.	Mr. Donald Crawford.
Mr. Baird.	Lord Elcho.
Sir George Balfour.	Mr. Esslemont.
Mr. Barbour.	Mr. Hozier.
Mr. Barclay.	The Lord Advocate.
Mr. Bolton.	Mr. Menzies.
Mr. Preston Bruce.	Mr. F. S. Powell.
Mr. Caldwell.	Mr. Sinclair.
Mr. Macdonald Cameron.	Mr. Mark Stewart.
Sir Archibald Campbell.	Mr. Webster.
Mr. R. F. Campbell.	Mr. Williamson.
Dr. Clark.	

THAT the Committee have power to send for Persons, Papers, and Records.

THAT Five be the Quorum of the Committee.

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R E P O R T.

THE SELECT COMMITTEE to whom the BURGH POLICE and HEALTH (SCOTLAND) BILL was referred, have gone through the Bill, and made Amendments thereunto.

23 July 1888.

PROCEEDINGS OF THE COMMITTEE.

Monday, 7th May 1888.

MEMBERS PRESENT :

The Lord Advocate.	Mr. Donald Crawford
Sir George Balfour.	Mr. Esslemont.
Mr. Asher.	Mr. Williamson.
Mr. Caldwell.	Mr. Hozier.
Mr. R. F. Campbell.	Mr. Webster.
Dr. Clark.	Lord Elcho.
Mr. Barclay.	Mr. Barbour.
Mr. Preston Bruce.	Mr. F. S. Powell.

The LORD ADVOCATE was called to the Chair.

[Adjourned till Friday next, at Half-past Eleven o'clock.]

Friday, 11th May 1888.

MEMBERS PRESENT :

The LORD ADVOCATE in the Chair.

Sir George Balfour.	Mr. Barbour.
Mr. Macdonald Cameron.	Mr. Sinclair.
Mr. R. F. Campbell.	Mr. Webster.
Mr. Esslemont.	Mr. Menzies.
Mr. Caldwell.	Mr. Cochrane-Baillie.
Mr. Bolton.	Mr. Baird.
Dr. Clark.	Mr. Mark Stewart.
Mr. Donald Cameron.	Mr. Williamson.
Mr. Barclay.	Mr. F. S. Powell.
Mr. Anstruther.	Sir Archibald Campbell.
Mr. Preston Bruce.	

Clauses 1—3, *agreed to.*

Clause 4, *postponed.*

Clause 5, amended, and *agreed to.*

Clauses 6—7, *agreed to.*

Clause 8, amended.—Amendment proposed, page 8, line 24, to leave out the words “Commissioners of Police,” in order to insert the word “Council”—(Mr. *Macdonald Cameron*).—Question put, That the word “Commissioners” stand part of the Clause.—The Committee divided:

Ayes, 9.

Mr. Baird.
Mr. Bolton.
Sir Archibald Campbell.
Mr. Cochrane-Baillie.
Mr. Donald Crawford.
Mr. F. S. Powell.
Mr. Sinclair.
Mr. Mark Stewart.
Mr. Webster.

Noes, 8.

Sir George Balfour.
Mr. Barbour.
Mr. Barclay.
Mr. Caldwell.
Mr. Macdonald Cameron.
Mr. R. F. Campbell.
Dr. Clark.
Mr. Esslemont.

Another

Another Amendment proposed, page 8, line 24, to leave out the words "of police"—(Sir Archibald Campbell).—Question put, That the words "of police" stand part of the Clause.—The Committee divided:

Ayes, 4.
Sir George Balfour.
Mr. Barbour.
Mr. Barclay.
Mr. Macdonald Cameron.

Noes, 13.
Mr. Baird.
Mr. Bolton.
Mr. Caldwell.
Sir Archibald Campbell.
Mr. R. F. Campbell.
Dr. Clark.
Mr. Cochrane-Baillie.
Mr. Donald Crawford.
Mr. Esslemont.
Mr. F. S. Powell.
Mr. Sinclair.
Mr. Mark Stewart.
Mr. Webster.

Clause 8, as amended, *agreed to*.

Clause 9, *agreed to*.

Clauses 10—11, amended, and *agreed to*.

Clause 12.—Amendment proposed, page 10, line 36, to leave out the words "Court of Session," in order to insert the words "Secretary of Scotland"—(Mr. Barclay).—Question put, That the words "Court of Session" stand part of the Clause.—The Committee divided:

Ayes, 12.
Mr. Baird.
Mr. Barbour.
Mr. Bolton.
Mr. Caldwell.
Sir Archibald Campbell.
Mr. R. F. Campbell.
Dr. Clark.
Mr. Cochrane-Baillie.
Mr. F. S. Powell.
Mr. Sinclair.
Mr. Mark Stewart.
Mr. Webster.

Noes, 5.
Sir George Balfour.
Mr. Barclay.
Mr. Macdonald Cameron.
Mr. Donald Crawford.
Mr. Esslemont.

Question put, That the Clause, as amended, stand part of the Bill.—The Committee divided:

Ayes, 12.
Mr. Baird.
Mr. Barbour.
Mr. Bolton.
Mr. Caldwell.
Sir Archibald Campbell.
Mr. R. F. Campbell.
Mr. Cochrane-Baillie.
Mr. Donald Crawford.
Mr. F. S. Powell.
Mr. Sinclair.
Mr. Mark Stewart.
Mr. Webster.

Noes, 5.
Sir George Balfour.
Mr. Barclay.
Mr. Macdonald Cameron.
Dr. Clark.
Mr. Esslemont.

Clause 13, amended, and *agreed to*.

Clause 14.—Amendment proposed, page 11, line 15, to leave out the words “or in part”—(Mr. Barclay).—Question, That the words “or in part of” stand part of the Clause.—The Committee divided :

Ayes, 11.	Noes, 6.
Mr. Baird.	Sir George Balfour.
Mr. Barbour.	Mr. Barclay.
Mr. Bolton.	Mr. Macdonald Cameron.
Mr. Caldwell.	Dr. Clark.
Sir Archibald Campbell.	Mr. Esslemont.
Mr. R. F. Campbell.	Mr. Webster.
Mr. Cochrane-Baillie.	
Mr. Donald Crawford.	
Mr. F. S. Powell.	
Mr. Sinclair.	
Mr. Mark Stewart.	

Clause, as amended, *agreed to*.

Clause 15, amended, and *agreed to*.

[Adjourned till Tuesday next, at Half-past Eleven o'clock.]

Tuesday, 15th May 1888.

MEMBERS PRESENT :

The LORD ADVOCATE in the Chair.

Mr. Barclay.	Mr. Sinclair.
Mr. Esslemont.	Mr. Menzies.
Sir George Balfour.	Mr. Webster.
Mr. Donald Crawford.	Mr. Preston Bruce.
Mr. Baird.	Mr. Hozier.
Dr. Clark.	Mr. Cochrane Baillie.
Mr. F. S. Powell.	Mr. Mark Stewart.
Mr. R. F. Campbell.	Mr. Williamson.
Sir Archibald Campbell.	Mr. Bolton.
Mr. Macdonald Cameron.	Mr. Asher.
Mr. Caldwell.	Mr. Barbour.
Mr. Anstruther.	

Clauses 16—17, amended, and *agreed to*.

Clause 18, *agreed to*.

Clauses 19—24, *postponed*.

Clause 25, line 31, page 16.—Amendment proposed, to leave out the word “male”—(Dr. Clark).—Question put, That the word “male” stand part of the Clause.—The Committee divided :

Ayes, 13.	Noes, 4.
Mr. Anstruther.	Sir George Balfour.
Mr. Baird.	Dr. Clark.
Mr. Barclay.	Mr. Esslemont.
Mr. Preston Bruce.	Mr. Menzies.
Mr. Caldwell.	
Mr. Macdonald Cameron.	
Sir Archibald Campbell.	
Mr. R. F. Campbell.	
Mr. Cochrane-Baillie.	
Mr. Donald Crawford.	
Mr. Hozier.	
Mr. Sinclair.	
Mr. Webster.	

Clause 25, amended, and *agreed to*.

Clause

Clause 26, line 17, page 17.—Amendment proposed, to leave out the words “and the number of Commissioners to be elected”—(Mr. *Barclay*).—Question put, That the words proposed to be left out stand part of the Clause.—The Committee divided :

Ayes, 16.
 Mr. Anstruther.
 Mr. Asher.
 Mr. Baird.
 Mr. Bolton.
 Mr. Preston Bruce.
 Mr. Caldwell.
 Sir Archibald Campbell.
 Mr. R. F. Campbell.
 Mr. Cochrane-Baillie.
 Mr. Donald Crawford.
 Mr. Hozier.
 Mr. Menzies.
 Mr. Sinclair.
 Mr. Mark Stewart.
 Mr. Webster.
 Mr. Williamson.

Noes, 5.
 Sir George Balfour.
 Mr. Barclay.
 Mr. Macdonald Cameron.
 Dr. Clark.
 Mr. Esslemont.

Clause amended, and *agreed to*.

Clause 27, line 23, page 17.—Amendment proposed, to leave out all the words after the word “assessment” down to the end of the Clause”—(Mr. *Barclay*).—Question put, That the words proposed to be left out stand part of the Clause.—The Committee divided :

Ayes, 9.
 Mr. Anstruther.
 Mr. Baird.
 Sir Archibald Campbell.
 Mr. Cochrane-Baillie.
 Mr. Donald Crawford.
 Mr. Sinclair.
 Mr. Mark Stewart.
 Mr. Webster.
 Mr. Williamson.

Noes, 12.
 Mr. Asher.
 Sir George Balfour.
 Mr. Barclay.
 Mr. Bolton.
 Mr. Preston Bruce.
 Mr. Caldwell.
 Mr. Macdonald Cameron.
 Mr. R. F. Campbell.
 Dr. Clark.
 Mr. Esslemont.
 Mr. Hozier.
 Mr. Menzies.

Clause, as amended, *agreed to*.

Clause 28, amended, and *agreed to*.

Clause 29, *postponed*.

Clause 30.—Amendment proposed, page 18, line 18, after the word “thereof,” to insert the words “Including the first meeting of Commissioners”—(Mr. *Barclay*).—Question put, That those words be there inserted.—The Committee divided :

Ayes, 7.
 Mr. Anstruther.
 Sir George Balfour.
 Mr. Barclay.
 Mr. Macdonald Cameron.
 Mr. Esslemont.
 Mr. Mark Stewart.
 Mr. Webster.

Noes, 14.
 Mr. Asher.
 Mr. Baird.
 Mr. Barbour.
 Mr. Bolton.
 Mr. Preston Bruce.
 Mr. Caldwell.
 Sir Archibald Campbell.
 Mr. R. F. Campbell.
 Dr. Clark.
 Mr. Cochrane-Baillie.
 Mr. Hozier.
 Mr. Menzies.
 Mr. Sinclair.
 Mr. Williamson.

Another Amendment proposed, page 18, line 22, at commencement of the line to insert the words “including the first”—(Mr. *Barclay*).—Amendment proposed to the
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proposed Amendment to leave out the words "including the"—(The *Lord Advocate*).—
Question put, That the words "including the" stand part of the proposed Amendment.—
The Committee divided :

Ayes, 5.
Sir George Balfour.
Mr. Barclay.
Mr. Macdonald Cameron.
Dr. Clark.
Mr. Esslemont.

Noes, 17.
Mr. Anstruther.
Mr. Asher.
Mr. Baird.
Mr. Barbour.
Mr. Bolton.
Mr. Preston Bruce.
Mr. Caldwell.
Sir Archibald Campbell.
Mr. R. F. Campbell.
Mr. Cochrane-Baillie.
Mr. Donald Crawford.
Mr. Hozier.
Mr. Menzies.
Mr. Sinclair.
Mr. Mark Stewart.
Mr. Webster.
Mr. Williamson.

Amendment made.—Clause, as amended, *agreed to*.

Clauses 31—32, *agreed to*.

Clause 33, *postponed*.

Clause 34, amended, and *agreed to*.

Clause 35, amended, and *agreed to*.

[Adjourned till Tuesday, June 5.]

Tuesday, 5th June 1888.

MEMBERS PRESENT :

The LORD ADVOCATE in the Chair.

Mr. Barclay.
Mr. Esslemont.
Sir George Balfour.
Mr. Baird.
Dr. Clark.
Sir Archibald Campbell.
Mr. Asher.
Mr. Donald Crawford.
Mr. Anstruther.
Mr. Barbour.

Mr. F. S. Powell.
Mr. Mark Stewart.
Mr. Preston Bruce.
Mr. Menzies.
Mr. Cochrane-Baillie.
Mr. Hozier.
Mr. Bolton.
Lord Elcho.
Mr. Macdonald Cameron.
Mr. Sinclair.

Clause 36, amended, and *agreed to*.

Clauses 37—38, *postponed*.

Clause 39, *agreed to*.

Clauses 40—41, amended, and *agreed to*.

Clause 42, *agreed to*.

Clause 43, page 23, line 26.—Amendment proposed, to leave out the words, "having
been

been duly cited thereto"—(Mr. *Barclay*).—Question put, That the words proposed to be left out stand part of the Clause.—The Committee divided :

Ayes, 13.
Mr. Anstruther.
Mr. Asher.
Mr. Baird.
Mr. Barbour.
Mr. Bolton.
Mr. Preston Bruce.
Sir Archibald Campbell.
Mr. Cochrane-Baillie.
Mr. Donald Crawford.
Lord Elcho.
Mr. Eselemont.
Mr. Menzies.
Mr. Mark Stewart.

Noes, 3.
Sir George Balfour.
Mr. Barclay.
Dr. Clark.

Clause *agreed to*.

Clauses 44—45, *agreed to*.

Clauses 46—47, amended, and *agreed to*.

Clauses 48—59, *agreed to*.

Clause 60, amended, and *agreed to*.

Clause 61, page 30, line 1.—Amendment proposed, to leave out the word "Sheriff," in order to insert the word "Commissioners"—(Mr. *Barclay*).—Question put, That the word "Sheriff" stand part of the Clause.—The Committee divided :

Ayes, 12.
Mr. Anstruther.
Mr. Baird.
Mr. Barbour.
Mr. Bolton.
Mr. Preston Bruce.
Sir Archibald Campbell.
Dr. Clark.
Mr. Cochrane-Baillie.
Mr. Donald Crawford.
Lord Elcho.
Mr. Menzies.
Mr. Sinclair.

Noes, 5.
Sir George Balfour.
Mr. Barclay.
Mr. Macdonald Cameron.
Mr. Easlemont.
Mr. Mark Stewart.

Clause *agreed to*.

Clauses 62—64, amended, and *agreed to*.

Clauses 65—67, *agreed to*.

Clause 68, amended, and *agreed to*.

Clause 69, page 32, line 5.—Amendment proposed, to leave out the word "seven," in order to insert the word "five"—(Mr. *Mark Stewart*).—Question put, That the word "seven" stand part of the Clause.—The Committee divided :

Ayes, 12.
Mr. Anstruther.
Mr. Baird.
Sir George Balfour.
Mr. Barbour.
Mr. Preston Bruce.
Sir Archibald Campbell.
Dr. Clark.
Mr. Cochrane-Baillie.
Mr. Donald Crawford.
Mr. Easlemont.
Mr. Hozier.
Mr. Menzies.

Noes, 3.
Mr. Barclay.
Mr. Macdonald Cameron.
Mr. Mark Stewart.

Another Amendment proposed, line 5, to leave out the word "and," in order to insert the word "or"—(Mr. Barclay).—Question put, That the word "and" stand part of the Clause.—The Committee divided :

Ayes, 9.
Mr. Anstruther.
Mr. Baird,
Mr. Barbour.
Mr. Preston Bruce.
Sir Archibald Campbell.
Dr. Clark.
Mr. Donald Crawford.
Mr. Esslemont.
Mr. Menzies.

Noes, 6.
Sir George Balfour.
Mr. Barclay.
Mr. Macdonald Cameron.
Mr. Cochrane-Baillie.
Mr. Hozier.
Mr. Mark Stewart.

Another Amendment proposed, in line 9, to leave out the word "head," in order to insert the word "chief"—(Mr. Esslemont).—Question put, That the word "head" stand part of the Clause.—The Committee divided :

Ayes, 3.
Sir Archibald Campbell.
Mr. Cochrane-Baillie.
Mr. Donald Crawford.

Noes, 12.
Mr. Anstruther.
Mr. Baird.
Sir George Balfour.
Mr. Barbour.
Mr. Barclay.
Mr. Preston Bruce.
Mr. Macdonald Cameron.
Dr. Clark.
Mr. Esslemont.
Mr. Hozier.
Mr. Menzies.
Mr. Mark Stewart.

Clause amended, and *agreed to*.

Clauses 70—71, amended, and *agreed to*.

[The Committee adjourned till Friday next, at Half-past Eleven o'clock.]

Friday, 8th June 1888.

MEMBERS PRESENT :

The LORD ADVOCATE in the Chair.

Mr. Hozier.
Mr. Barclay.
Mr. Esslemont.
Sir George Balfour.
Mr. Williamson.
Dr. Clark.
Mr. Donald Crawford.
Mr. Preston Bruce.
Mr. Bolton.

Mr. Barbour.
Mr. Menzies.
Mr. Anstruther.
Mr. Macdonald Cameron.
Mr. Baird.
Mr. F. S. Powell.
Mr. Asher.
Mr. Mark Stewart.

Clauses 72—73, amended, and *agreed to*.

Clause 74.—Amendment proposed in page 36, line 13, after the word "respectively" to insert the words "or in his absence the sheriff"—(Mr. Barclay).—Question put, That those words be there inserted.—The Committee divided :

Ayes, 4.
Sir George Balfour.
Mr. Barclay.
Mr. Macdonald Cameron.
Mr. Esslemont.

Noes, 11.
Mr. Anstruther.
Mr. Baird.
Mr. Barbour.
Mr. Bolton.
Mr. Preston Bruce.
Dr. Clark.
Mr. Donald Crawford.
Mr. Hozier.
Mr. Menzies.
Mr. F. S. Powell.
Mr. Williamson.

Clauses

Clauses 74—75, amended, and *agreed to*.

Clause 76, *agreed to*.

Clauses 77—80, amended, and *agreed to*.

Clause 81.—Amendment proposed in page 38, line 29, to leave out the words “or after long service be unfitted for the”—(Mr. *Barclay*).—Question put, That the words proposed to be left out stand part of the Clause.—The Committee divided :

Ayes, 13.

Mr. Anstruther.
Mr. Asher.
Mr. Baird.
Sir George Balfour.
Mr. Barbour.
Mr. Bolton.
Mr. Preston Bruce.
Dr. Clark.
Mr. Donald Crawford.
Mr. Esslemont.
Mr. Menzies.
Mr. F. S. Powell.
Mr. Williamson.

Noes, 2.

Mr. Barclay.
Mr. Macdonald Cameron.

Clause 81, amended, and *agreed to*.

Clauses 82—89, amended, and *agreed to*.

Clause 90, amended, and *agreed to*.

Clauses 91—93, *agreed to*.

Clause 94.—Amendment proposed, page 42, line 6, to leave out the words “and to publish the results at least once a month”—(Mr. *Barclay*).—Question put, That the words proposed to be left out stand part of the Clause.—The Committee divided :

Ayes, 9.

Mr. Anstruther.
Mr. Asher.
Mr. Baird.
Mr. Barbour.
Mr. Macdonald Cameron.
Dr. Clark.
Mr. Donald Crawford.
Mr. Menzies.
Mr. F. S. Powell.

Noes, 5.

Sir George Balfour.
Mr. Barclay.
Mr. Bolton.
Mr. Preston Bruce.
Mr. Esslemont.

Another Amendment proposed, in line 6, to leave out from the word “provided” to the end of the Clause—(Dr. *Clark*).—Question put, That the words proposed to be left out stand part of the Clause.—The Committee divided :

Ayes, 7.

Mr. Anstruther.
Mr. Asher.
Mr. Baird.
Mr. Barbour.
Mr. Bolton.
Mr. Donald Crawford.
Mr. Mark Stewart.

Noes, 7.

Sir George Balfour.
Mr. Barclay.
Mr. Preston Bruce.
Mr. Macdonald Cameron.
Dr. Clark.
Mr. Esslemont.
Mr. Menzies.

Whereupon the *Chairman* declared himself with the *Ayes*.

Question, That Clause 94 stand part of the Bill.—The Committee divided :

Ayes, 7.

Mr. Anstruther.
Mr. Baird.
Mr. Barbour.
Mr. Bolton.
Dr. Clark.
Mr. Donald Crawford.
Mr. Mark Stewart.

Noes, 7.

Mr. Asher.
Sir George Balfour.
Mr. Barclay.
Mr. Preston Bruce.
Mr. Macdonald Cameron.
Mr. Esslemont.
Mr. Menzies.

Whereupon the *Chairman* declared himself with the *Ayes*.

Clause 95.—Amendment proposed, page 42, line 26, to leave out the words “occupier or occupiers,” in order to insert the words “owner or owners”—(Mr. *Barclay*).—Question put,
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put, That the words proposed to be left out stand part of the Clause.—The Committee divided :

Ayes, 7.
Mr. Anstruther.
Mr. Asher.
Mr. Baird.
Mr. Bolton.
Mr. Preston Bruce.
Mr. Donald Crawford.
Mr. Mark Stewart.

Noes, 7.
Sir George Balfour.
Mr. Barbour.
Mr. Barclay.
Mr. Macdonald Cameron.
Dr. Clark.
Mr. Esslemont.
Mr. Menzies.

Whereupon the *Chairman* declared himself with the *Ayes*.

Another Amendment proposed, in line 36, to leave out the word "occupier," in order to insert the word "owner"—(*Dr. Clark*).—Question put, That the word "occupier" stand part of the Clause — The Committee divided :

Ayes, 7.
Mr. Anstruther.
Mr. Asher.
Mr. Baird.
Mr. Bolton.
Mr. Preston Bruce.
Mr. Donald Crawford.
Mr. Mark Stewart.

Noes, 6.
Sir George Balfour.
Mr. Barbour.
Mr. Barclay.
Mr. Macdonald Cameron.
Dr. Clark.
Mr. Esslemont.

Clause amended, and *agreed to*.

Clause 96, amended, and *agreed to*.

[Adjourned till Tuesday next, at Half-past Eleven o'clock.]

Tuesday, 12th June 1888.

MEMBERS PRESENT :

The LORD ADVOCATE in the Chair.

Sir George Balfour.
Mr. Esslemont.
Mr. Barclay.
Mr. Donald Crawford.
Mr. Barbour.
Dr. Clark.
Mr. F. S. Powell.
Mr. Williamson.

Mr. Vernon.
Mr. Preston Bruce.
Sir Archibald Campbell.
Mr. Sinclair.
Mr. Asher.
Mr. Bolton.
Mr. Webster

Clause 97, amended, and *agreed to*.

Clauses 98—99, *agreed to*.

Clause 100, amended, and *agreed to*.

Clause 101, *agreed to*.

Clause 102, amended, and *agreed to*.

Clauses 103—104, *agreed to*.

Clause 105.—Amendment proposed, line 28, to leave out the words "and if the top flat or storey be unoccupied then, the stair leading thereto shall be kept clean by the occupier of the flat or storey immediately below such top flat or storey"—(*Dr. Clark*).—Question put, That the words proposed to be left out stand part of the Clause.—The Committee divided :

Ayes, 8.
Mr. Barbour.
Mr. Preston Bruce.
Sir Archibald Campbell.
Mr. Donald Crawford.
Mr. Esslemont.
Mr. Sinclair.
Mr. Williamson.
Mr. Vernon.

Noes, 3.
Sir George Balfour.
Mr. Barclay.
Dr. Clark.

Question,

Question, That the Clause stand part of the Bill.—The Committee divided :

Ayes, 7.
Mr. Baird.
Mr. Barbour.
Mr. Preston Bruce.
Sir Archibald Campbell.
Mr. Donald Crawford.
Mr. Sinclair.
Mr. Williamson.

Noes, 6.
Sir George Balfour.
Mr. Barclay.
Mr. Macdonald Cameron.
Dr. Clark.
Mr. Esslemont.
Mr. Vernon.

Clause 106, amended, and *agreed to*.

Clause 107.—Amendment proposed, page 46, line 25, to leave out the word “commoners,” in order to insert the word “owners”—(Dr. Clark).—Question put, That the word “Commissioners” stand part of the Clause.—The Committee divided :

Ayes, 9.
Mr. Baird.
Mr. Barbour.
Mr. Preston Bruce.
Sir Archibald Campbell.
Mr. Donald Crawford.
Mr. Esslemont.
Mr. Sinclair.
Mr. Williamson.
Mr. Vernon.

Noes, 4.
Sir George Balfour.
Mr. Barclay.
Mr. Macdonald Cameron.
Dr. Clark.

Question put, That the Clause stand part of the Bill.—The Committee divided :

Ayes, 7.
Mr. Barbour.
Mr. Preston Bruce.
Sir Archibald Campbell.
Mr. Donald Crawford.
Mr. Sinclair.
Mr. Williamson.
Mr. Vernon.

Noes, 6.
Mr. Baird.
Sir George Balfour.
Mr. Barclay.
Mr. Macdonald Cameron.
Dr. Clark.
Mr. Esslemont.

Clauses 108—109, amended, and *agreed to*.

Clause 110.—Amendment proposed, in line 22, to leave out the word “occupier,” in order to insert the word “owners”—(Mr. Barclay).—Question put, That the word “occupiers” stand part of the Clause.—The Committee divided :

Ayes, 9.
Mr. Baird.
Mr. Preston Bruce.
Sir Archibald Campbell.
Mr. Donald Crawford.
Mr. Esslemont.
Mr. Sinclair.
Mr. Mark Stewart.
Mr. Williamson.
Mr. Vernon.

Noes, 4.
Sir George Balfour.
Mr. Barclay.
Mr. Macdonald Cameron.
Dr. Clark.

Clause *agreed to*.

Clauses 111—113, amended, and *agreed to*.

Clauses 114—117, *agreed to*.

Clause 118.—Amendment proposed, at end of the Clause, to add the words “and such streets, foot-pavements, and footpaths, shall vest in the Commissioners”—(Mr. Barclay).—Question put, That those words be there added.—The Committee divided :

Ayes, 6.
Sir George Balfour.
Mr. Barclay.
Mr. Macdonald Cameron.
Dr. Clark.
Mr. Esslemont.
Mr. Mark Stewart.

Noes, 9.
Mr. Asher.
Mr. Baird.
Mr. Barbour.
Mr. Preston Bruce.
Sir Archibald Campbell.
Mr. Donald Crawford.
Mr. Sinclair.
Mr. Williamson.
Mr. Vernon.

Clause *agreed to*.

Clauses 119—122, amended, and *agreed to*.

Clause 123.—Motion made, and Question put, That the consideration of the Clause be postponed—(Mr. *Macdonald Cameron*).—The Committee divided :

Ayes, 6.
Sir George Balfour.
Mr. Barclay.
Mr. Macdonald Cameron.
Dr. Clark.
Mr. Cochrane-Baillie.
Mr. Sinclair.

Noes, 11.
Mr. Asher.
Mr. Baird.
Mr. Barbour.
Mr. Bolton.
Mr. Preston Bruce.
Sir Archibald Campbell.
Mr. Donald Crawford.
Mr. Esslemont.
Mr. Mark Stewart.
Mr. Williamson.
Mr. Vernon.

Clause 123.—Amendment proposed, page 50, line 28, after the word "burgh" to insert the words "the population of which is not less than five thousand according to the last census, or as ascertained in manner provided by Section 19 of this Act"—(Mr. *Bolton*).—Question proposed, That those words be there inserted.—Amendment proposed to the proposed Amendment, to omit the word "five," in order to insert the word "three"—(Mr. *Barclay*).—Question put, That the word "five" stand part of the proposed Amendment.—The Committee divided :

Ayes, 10.
Mr. Baird.
Mr. Bolton.
Sir Archibald Campbell.
Mr. Cochrane-Baillie.
Mr. Donald Crawford.
Mr. Esslemont.
Mr. Sinclair.
Mr. Mark Stewart.
Mr. Webster.
Mr. Vernon.

Noes, 8.
Mr. Asher.
Sir George Balfour.
Mr. Barbour.
Mr. Barclay.
Mr. Preston Bruce.
Mr. Macdonald Cameron.
Dr. Clark.
Mr. Williamson.

Main Question put, That those words be there inserted.—The Committee divided :

Ayes, 13.
Mr. Baird.
Sir George Balfour.
Mr. Barclay.
Mr. Bolton.
Mr. Macdonald Cameron.
Sir Archibald Campbell.
Mr. Cochrane-Baillie.
Mr. Donald Crawford.
Mr. Esslemont.
Mr. Sinclair.
Mr. Mark Stewart.
Mr. Webster.
Mr. Vernon.

Noes, 5.
Mr. Asher.
Mr. Barbour.
Mr. Preston Bruce.
Dr. Clark.
Mr. Williamson.

Further Amendments made.

[Adjourned till Friday next, at Half-past Eleven o'clock.]

Friday, 15th July 1888.

MEMBERS PRESENT :

The LORD ADVOCATE in the Chair.

Sir George Balfour.
Mr. Barclay.
Mr. Esslemont.
Mr. Williamson.
Mr. F. S. Powell.
Mr. Menzies.
Mr. Donald Crawford.
Sir Archibald Campbell.
Mr. Anstruther.

Dr. Clark.
Mr. Vernon.
Mr. Mark Stewart.
Mr. Barbour.
Mr. Preston Bruce.
Mr. Sinclair.
Mr. Baird.
Mr. Macdonald Cameron.
Mr. Hozier.

Clause

Clause 123, amended, and *agreed to*.

Clauses 129–131, *agreed to*.

Clause 132.—Amendment proposed, page 55, line 15, before the word “shall” to insert the words “the Commissioners”—(Sir A. Campbell).—Question put, That those words be there inserted.—The Committee divided:

Ayes, 11.

Mr. Anstruther.
Mr. Baird.
Sir George Balfour.
Mr. Barclay.
Sir Archibald Campbell.
Mr. Esslemont.
Mr. F. S. Powell.
Mr. Sinclair.
Mr. Mark Stewart.
Mr. Vernon.
Mr. Williamson.

Noes, 6.

Mr. Bolton.
Mr. Preston Bruce.
Mr. Macdonald Cameron.
Dr. Clark.
Mr. Donald Crawford.
Mr. Menzies.

Another Amendment proposed, in line 16, to leave out from the word “Provided” to the end of the Clause—(Mr. Barclay).—Question put, That the words proposed to be left out stand part of the Clause.—The Committee divided:

Ayes, 12.

Mr. Anstruther.
Mr. Baird.
Mr. Bolton.
Mr. Preston Bruce.
Sir Archibald Campbell.
Mr. Donald Crawford.
Mr. Esslemont.
Mr. Menzies.
Mr. Sinclair.
Mr. Mark Stewart.
Mr. Vernon.
Mr. Williamson.

Noes, 4.

Sir George Balfour.
Mr. Barclay.
Mr. Macdonald Cameron.
Dr. Clark.

Question put, That the Clause, as amended, stand part of the Bill.—The Committee divided:

Ayes, 12.

Mr. Anstruther.
Mr. Baird.
Mr. Bolton.
Mr. Preston Bruce.
Sir Archibald Campbell.
Mr. Donald Crawford.
Mr. Esslemont.
Mr. Menzies.
Mr. Sinclair.
Mr. Mark Stewart.
Mr. Vernon.
Mr. Williamson.

Noes, 4.

Sir George Balfour.
Mr. Barclay.
Mr. Macdonald Cameron.
Dr. Clark.

Clause 133, amended.

Question put, That the Clause, as amended, stand part of the Bill.—The Committee divided:

Ayes, 15.

Mr. Anstruther.
Mr. Asher.
Mr. Baird.
Mr. Barclay.
Mr. Bolton.
Mr. Preston Bruce.
Mr. Macdonald Cameron.
Sir Archibald Campbell.
Mr. Donald Crawford.
Mr. Esslemont.
Mr. Menzies.
Mr. Sinclair.
Mr. Mark Stewart.
Mr. Vernon.
Mr. Williamson.

Noes, 2.

Sir George Balfour.
Dr. Clark.

Clause 134, *agreed to*.

Clause 135, amended, and *agreed to*.

Clauses 136—137, *agreed to*.

Clauses 138—140, amended, and *agreed to*.

Clause 141.—Amendment proposed, page 57, line 40, to leave out the words “with the consent of two-thirds of their number”—(Mr. *Esslemont*).—Question put, That the words proposed to be left out stand part of the Clause.—The Committee divided :

Ayes, 3.

Mr. Bolton.
Mr. Preston Bruce.
Dr. Clark.

Noes, 14.

Mr. Asher.
Mr. Baird.
Mr. Barclay.
Mr. Macdonald Cameron.
Sir Archibald Campbell.
Mr. Donald Crawford.
Mr. Esslemont.
Mr. Hozier.
Mr. Menzies.
Mr. F. S. Powell.
Mr. Sinclair.
Mr. Mark Stewart.
Mr. Vernon.
Mr. Williamson.

Question put, That the Clause, as amended, stand part of the Bill.—The Committee divided :

Ayes, 13.

Mr. Asher.
Mr. Baird.
Mr. Bolton.
Mr. Preston Bruce.
Sir Archibald Campbell.
Mr. Donald Crawford.
Mr. Esslemont.
Mr. Hozier.
Mr. F. S. Powell.
Mr. Sinclair.
Mr. Mark Stewart.
Mr. Vernon.
Mr. Williamson.

Noes, 4.

Sir George Balfour.
Mr. Barclay.
Mr. Macdonald Cameron
Dr. Clark.

Clauses 142—148, *agreed to*.

Clauses 149—151, amended, and *agreed to*.

Clauses 152—168, *agreed to*.

Clause 169, amended, and *agreed to*.

Clauses 170—177, *agreed to*.

Clause 178, amended, and *agreed to*.

Clauses 179—180, *agreed to*.

Clause 181, amended, and *agreed to*.

Clauses 182—191, *agreed to*.

[Adjourned till Tuesday next, at Half-past Eleven o'clock.]

Tuesday, 19th June 1888.

MEMBERS PRESENT:

The LORD ADVOCATE in the Chair.

Mr. Esslemont.
Mr. Williamson.
Sir George Balfour.
Mr. Barclay.
Mr. Vernon.
Mr. Bolton.
Mr. Donald Crawford.
Dr. Clark.
Mr. Baird.
Mr. Barbour.

Mr. F. S. Powell.
Mr. Anstruther.
Mr. Preston Bruce.
Mr. Webster.
Mr. Menzies.
Mr. Sinclair.
Mr. Macdonald Cameron.
Mr. Mark Stewart.
Mr. Asher.

Clauses

Clauses 192—194, amended, and *agreed to*.

Clauses 195—197, *agreed to*.

Clause 198, amended, and *agreed to*.

Clauses 199—200, *agreed to*.

Clauses 201—202, amended, and *agreed to*.

Clauses 203—208, *agreed to*.

Clause 209, amended, and *agreed to*.

Clause 210, *agreed to*.

Clause 211, amended, and *agreed to*.

Clauses 212—224, *agreed to*.

Clause 225, amended, and *agreed to*.

Clauses 226—229, *agreed to*.

Clause 230, amended, and *agreed to*.

Clauses 231—232, *agreed to*.

Clauses 233—238, *agreed to*.

Clause 239, amended, and *agreed to*.

Clauses 240—241, *agreed to*.

Clause 242, amended, and *agreed to*.

Clauses 243—246, *agreed to*.

Clause 247.—Amendment proposed, at end of Clause to add these words, “And all such urinals shall be cleansed once in twenty-four hours by the occupier of the house or place to which they belong, to the satisfaction of the sanitary inspector, and in default thereof such occupier shall be liable to a penalty not exceeding forty shillings for every offence”—(The *Lord Advocate*).—Amendment proposed to proposed Amendment, to leave out the words “once in twenty-four hours”—(Mr. *Esslemont*).—Question put, That the words proposed to be left out stand part of the proposed Amendment.—The Committee divided:

Ayes, 12.
Mr. Anstruther.
Mr. Baird.
Sir George Balfour.
Mr. Barbour.
Mr. Barclay.
Mr. Macdonald Cameron.
Dr. Clark.
Mr. Donald Crawford.
Mr. Sinclair.
Mr. Vernon.
Mr. Webster.
Mr. Williamson.

Noes, 3.
Mr. Preston Bruce.
Mr. Esslemont.
Mr. Menzies.

Question, That those words be added to the Clause, put,—and *agreed to*.

Clause, as amended, *agreed to*.

Clause 248, *disagreed to*.

Clauses 249—254, *agreed to*.

Clause 255, amended, and *agreed to*.

Clause 256, *agreed to*.

Clause 257, amended, and *agreed to*.

Clauses 258—263, *agreed to*.

Clause 264, amended, and *agreed to*.

Clauses 265—267, *agreed to*.

Clause 268.—Amendment proposed, page 98, line 25, to leave out the word “twelve,”
294. in

in order to insert the word "ten"—(Mr. *Barclay*).—Question put, That the word "twelve" stand part of the Clause.—The Committee divided :

Ayes, 10.
Mr. Anstruther.
Mr. Baird.
Mr. Barbour.
Mr. Preston Bruce.
Mr. Donald Crawford.
Mr. Esslemont.
Mr. Menzies.
Mr. Sinclair.
Mr. Vernon.
Mr. Williamson.

Noes, 4.
Sir George Balfour.
Mr. Barclay.
Mr. Macdonald Cameron.
Dr. Clark.

Clause amended, and *agreed to*.

Clause 269, *agreed to*.

Clause 270, amended, and *agreed to*.

Clauses 271—272, *agreed to*.

Clause 273, amended, and *agreed to*.

Clauses 274—275, *agreed to*.

Clause 276.—Amendment proposed, page 101, line 26, to leave out from the word "offence" to the word "slaughter-houses," in line 34—(Mr. *Barclay*).—Question put, That the words proposed to be left out stand part of the Clause.—The Committee divided :

Ayes, 4.
Mr. Baird.
Mr. Barbour.
Mr. Esslemont.
Mr. Williamson.

Noes, 10.
Sir George Balfour.
Mr. Barclay.
Mr. Preston Bruce.
Mr. Macdonald Cameron.
Dr. Clark.
Mr. Donald Crawford.
Mr. Menzies.
Mr. Sinclair.
Mr. Vernon.
Mr. Webster.

Clause 276, as amended, *agreed to*.

Clauses 277—279, *agreed to*.

Clause 280, amended, and *agreed to*.

Clauses 281—283, *agreed to*.

[Adjourned till Friday next, at Half-past Eleven o'clock.]

Friday, 22nd June 1888.

MEMBERS PRESENT :

The LORD ADVOCATE in the Chair.

Sir George Balfour.
Mr. Williamson.
Mr. Barclay.
Mr. Barbour.
Sir Archibald Campbell.
Mr. Macdonald Cameron.
Mr. Preston Bruce.

Mr. Menzies.
Mr. Sinclair.
Mr. F. S. Powell.
Mr. Caldwell.
Mr. Mark Stewart.
Mr. Webster.

Clause 284, *agreed to*.

Clause 285, amended, and *agreed to*.

Clauses 286—287, *agreed to*.

Clause 288, amended, and *agreed to*.

Clause

Clause 289, *agreed to*.

Clause 290, amended, and *agreed to*.

Clause 291.—Amendment proposed, page 105, at end of the Clause, to add the words: "In the case of fire in burghs where a fire brigade is not maintained constantly on duty, it shall be in the power of the Commissioners to recover from the owner or occupier of premises where such fire occurred a portion of the expenses of extinguishing it, but not exceeding fifteen pounds"—(Mr. *Williamson*).—Question put, That those words be there added.—The Committee divided:

Ayes, 2.

Mr. Barbour.
Mr. Williamson.

Noes, 6.

Sir George Balfour.
Mr. Barclay.
Mr. Macdonald Cameron.
Sir Archibald Campbell.
Dr. Clark.
Mr. Donald Crawford.

Clause *agreed to*.

Clauses 292—295, *agreed to*.

Clauses 296—297, amended, and *agreed to*.

Clause 298, *agreed to*.

Clause 299, amended, and *agreed to*.

Clauses 300—305, *agreed to*.

Clauses 306—307, amended, and *agreed to*.

Clause 308, *agreed to*.

Clause 309.—Amendment proposed, page 113, line 41, to leave out the words "Or in the case of bye-laws relating to sanitary matters by the Board of Supervision"—(Mr. *Barclay*).—Question put, That the words proposed to be left out stand part of the Clause.—The Committee divided:

Ayes, 8.

Mr. Preston Bruce.
Sir Archibald Campbell.
Dr. Clark.
Mr. Donald Crawford.
Mr. Menzies.
Mr. F. S. Powell.
Mr. Sinclair.
Mr. Williamson.

Noes, 4.

Sir George Balfour.
Mr. Barbour.
Mr. Barclay.
Mr. Macdonald Cameron.

Clause *agreed to*.

Clauses 310—311, *agreed to*.

Clauses 312—315, amended, and *agreed to*.

Clauses 316—319, *agreed to*.

Clause 320, amended, and *agreed to*.

Clauses 321—326, *agreed to*.

Clause 327, amended, and *agreed to*.

Clauses 328—330, *agreed to*.

Clauses 331—361, *postponed*.

Clauses 362—365, amended, and *agreed to*.

Clause 366, *postponed*.

Clauses 367—370, *agreed to*.

Clause 371, amended, and *agreed to*.

Clause 372.—Amendment proposed, page 133, line 33, after the word "assessment," to insert these words: "and the occupiers shall be entitled to deduct one-half of the rate levied under this assessment from the rate payable to the landlord"—(Mr. *Barclay*).—Question put, That those words be there inserted.—The Committee divided:

Ayes, 5.

Sir George Balfour.
Mr. Barbour.
Mr. Barclay.
Mr. Macdonald Cameron.
Dr. Clark.

Noes, 8.

Mr. Asher.
Mr. Preston Bruce.
Sir Archibald Campbell.
Mr. Donald Crawford.
Mr. Menzies.
Mr. Mark Stewart.
Mr. Webster.
Mr. Williamson.

Another Amendment proposed, page 134, line 3, at the end of the Clause, to add the words: "The Commissioners shall also assess all feu duties or ground-rents, and all owners of land, the owners of feu duties or ground-rents, shall pay an assessment, not exceeding four shillings in the pound, on the feu duties and ground rents received by them for all land within the burgh. The owners of unfeued land, or land occupied for agricultural or other purposes, shall pay an assessment, not exceeding four shillings in the pound, on one-fourth of the capital value of the said land. If any difference should arise as to the capital value of the said land, the owner or owners of the land shall fix and determine the said capital value, and it shall be lawful for the Commissioners at any time, on giving six months' notice to the owner or owners, to take possession of the said land, on payment to the owner or owners of the capital value fixed and determined by him or them"—(Dr. Clark).—Question put, That those words be there added.—The Committee divided:

Ayes, 2.

Mr. Macdonald Cameron.
Dr. Clark.

Noes, 10.

Mr. Asher.
Sir George Balfour.
Mr. Barclay.
Mr. Preston Bruce.
Sir Archibald Campbell.
Mr. Donald Crawford.
Mr. Menzies.
Mr. Mark Stewart.
Mr. Webster.
Mr. Williamson.

Clause amended, and *agreed to*.

[Adjourned till Tuesday next, at Half-past Ten o'clock.

Tuesday, 26th June 1888.

MEMBERS PRESENT:

The LORD ADVOCATE in the Chair.

Mr. Barclay.
Mr. Esslemont.
Dr. Clark.
Sir George Balfour.
Mr. Williamson.
Mr. Barbour.
Mr. Baird.
Mr. Menzies.
Mr. Anstruther.
Mr. Donald Crawford.
Mr. Preston Bruce.

Mr. Mark Stewart.
Mr. Cochrane-Baillie.
Mr. Sinclair.
Mr. Vernou.
Mr. Bolton.
Mr. Asher.
Mr. Caldwell.
Sir Archibald Campbell.
Mr. Hozier.
Mr. Webster.

Clause 373, amended, and *agreed to*.

Clause 374, *agreed to*.

Clause 375.—Amendment proposed, page 134, line 28, to leave out all the words after the word "The," in order to add the words: "Commissioners shall assess the owners, in place of the occupiers, of all land or premises let at a rent of or under Four pounds, and evy such assessment on such owners; but the Commissioners shall allow to such owners a deduction from such assessment equal to one-tenth of the amount thereof, and such assessment shall be recoverable from such owners along with any penalty which may have become exigible thereon, in the same way as is herein provided with respect to the recovery thereof from occupiers; and every such owner charged with and paying such assessment shall have relief against the occupiers of such lands or premises for the full amount thereof without deduction, if and in so far as such assessment may by law be properly chargeable upon such occupier"—(The Lord Advocate).—Question, That the words proposed to be left out stand part of the Clause,—put, and *negatived*.

Motion, That those words be here added.—Amendment proposed to proposed Amendment, in line 2, to leave out the word "shall," in order to insert the word "may"—(Mr. Menzies).

Menzies).—Question put, That the word “shall” stand part of the proposed Amendment.
—The Committee divided:

Ayes, 8.
Mr. Anstruther.
Mr. Baird.
Sir George Balfour.
Mr. Barbour.
Mr. Barclay.
Dr. Clark.
Mr. Donald Crawford.
Mr. Mark Stewart.

Noes, 4.
Mr. Preston Bruce.
Mr. Esslemont.
Mr. Menzies.
Mr. Williamson.

Main Question put, That these words be here added.—The Committee divided:

Ayes, 12.
Mr. Anstruther.
Mr. Asher.
Mr. Barbour.
Mr. Preston Bruce.
Sir Archibald Campbell.
Mr. Donald Crawford.
Mr. Esslemont.
Mr. Menzies.
Mr. Sinclair.
Mr. Mark Stewart.
Mr. Vernon.
Mr. Williamson.

Noes, 4.
Sir George Balfour.
Mr. Barclay.
Mr. Bolton.
Dr. Clark.

Clause, as amended, *agreed to*.

Clause 376, *disagreed to*.

Clauses 377—378, amended, and *agreed to*.

Clause 379.—Amendment proposed, page 138, line 27, to leave out the word “one-fourth,” in order to insert the word “one-tenth”—(Mr. Mark Stewart).—Question put, That the word “one-fourth” stand part of the Clause.—The Committee divided:

Ayes, 17.
Mr. Anstruther.
Mr. Asher.
Mr. Baird.
Sir George Balfour.
Mr. Barbour.
Mr. Barclay.
Mr. Bolton.
Mr. Preston Bruce.
Mr. Caldwell.
Sir Archibald Campbell.
Dr. Clark.
Mr. Donald Crawford.
Mr. Esslemont.
Mr. Menzies.
Mr. Sinclair.
Mr. Vernon.
Mr. Williamson.

Noes, 2.
Mr. Cochrane-Baillie.
Mr. Mark Stewart.

Question put, That the Clause, as amended, stand part of the Bill.—The Committee divided:

Ayes, 18.
Mr. Anstruther.
Mr. Asher.
Mr. Baird.
Sir George Balfour.
Mr. Barbour.
Mr. Barclay.
Mr. Bolton.
Mr. Preston Bruce.
Mr. Caldwell.
Sir Archibald Campbell.
Mr. Cochrane-Baillie.
Mr. Donald Crawford.
Mr. Esslemont.
Mr. Hozier.
Mr. Menzies.
Mr. Sinclair.
Mr. Vernon.
Mr. Williamson.

Noes, 2.
Dr. Clark.
Mr. Mark Stewart.

Clause 380, amended, and *agreed to*.

Clauses 381—384, *agreed to*.

Clauses 385—386, amended, and *agreed to*.

Clause 387, *agreed to*.

Clauses 388—395, *agreed to*.

Clauses 396—397, amended, and *agreed to*.

Clauses 398—403, *agreed to*.

Clause 404.—Amendment proposed, line 27, page 144, after the word “Acts,” to insert the following words: “The local Police Acts respectively applicable to the Burgh named in Schedule 1a to this Act annexed”—(The *Lord Advocate*).—Question put, That those words be there inserted.—The Committee divided:

Ayes, 11.	Noes, 2.
Mr. Asher.	Dr. Clark.
Mr. Baird.	Mr. Esslemont.
Sir George Balfour.	
Mr. Barclay.	
Mr. Bolton.	
Mr. Preston Bruce.	
Mr. Caldwell.	
Mr. Cochrane-Baillie.	
Mr. Donald Crawford.	
Mr. Sinclair.	
Mr. Webster.	

Clause amended, and *agreed to*.

Clause 405, amended, and *agreed to*.

Clauses 406—408, *agreed to*.

Clause 409—410, amended, and *agreed to*.

Clauses 411—416, *agreed to*.

[Adjourned till Friday next, at Half-past Eleven o'clock.]

Friday, 29th June 1888.

MEMBERS PRESENT:

The LORD ADVOCATE in the Chair.

Mr. Barclay.	Mr. Barbour.
Sir George Balfour.	Mr. Vernon.
Mr. Esslemont.	Mr. Menzies.
Mr. Preston Bruce.	Mr. Caldwell.
Mr. Baird.	Mr. Asher.
Mr. Anstruther.	Mr. Cochrane-Baillie.
Sir Archibald Campbell.	Mr. Mark Stewart.
Mr. Bolton.	Mr. F. S. Powell.

Clauses 416—417, amended, and *agreed to*.

Clause 418.—Amendment proposed, page 152, line 6, to leave out the words “or near”—(Mr. *Barclay*).—Question put, That the words “or near” stand part of the Clause.—The Committee divided:

Ayes, 2.	Noes, 5.
Mr. Preston Bruce.	Mr. Anstruther.
Mr. Esslemont.	Mr. Baird.
	Sir George Balfour.
	Mr. Barclay.
	Sir Archibald Campbell.

Another

Another Amendment proposed, in line 4, page 155, to leave out the words "loiter about or"—(Mr. *Barclay*).—Question put, That the words proposed to be left out stand part of the Clause.—The Committee divided :

Ayes, 10.
Mr. Anstruther.
Mr. Baird.
Mr. Barbour.
Mr. Bolton.
Mr. Preston Bruce.
Mr. Caldwell.
Sir Archibald Campbell.
Mr. Donald Crawford.
Mr. Menzies.
Mr. Vernon.

Noes, 3.
Sir George Balfour.
Mr. Barclay.
Mr. Esslemont.

Another Amendment proposed, in line 6, page 155, to leave out the words "habitually or persistently"—(Mr. *Esslemont*).—Question put, That the words "habitually or persistently" stand part of the Clause.—The Committee divided :

Ayes, 10.
Mr. Anstruther.
Mr. Baird.
Mr. Barbour.
Mr. Bolton.
Mr. Preston Bruce.
Mr. Caldwell.
Sir Archibald Campbell.
Mr. Donald Crawford.
Mr. Menzies.
Mr. Vernon.

Noes, 3.
Sir George Balfour.
Mr. Barclay.
Mr. Esslemont.

Clause 418, page 155, line 42.—Another Amendment proposed to leave out the words "except snow thrown so as not to fall on any passenger"—(Mr. *Caldwell*).—Question put, That the words proposed to be left out stand part of the Clause.—The Committee divided :

Ayes, 6.
Mr. Baird.
Mr. Barbour.
Mr. Bolton.
Mr. Preston Bruce.
Sir Archibald Campbell.
Mr. Donald Crawford.

Noes, 7.
Mr. Anstruther.
Sir George Balfour.
Mr. Barclay.
Mr. Caldwell.
Mr. Esslemont.
Mr. Menzies.
Mr. Vernon.

Clause, as amended, *agreed to*.

Clause 419, amended, and *agreed to*.

Clause 420, *agreed to*.

Clause 421, amended, and *agreed to*.

Clauses 422—427, *agreed to*.

Clause 428, amended, and *agreed to*.

Clauses 429—432, *agreed to*.

Clause 433, *agreed to*.

Clause 434, *disagreed to*.

Clause 435, *agreed to*.

Clause 436, page 164, line 1.—Amendment proposed to leave out the words "and for the prevention of smoking within such theatres or other places"—(Mr. *Menzies*).—Question put, That the words proposed to be left out stand part of the Clause.—The Committee divided :

Ayes, 10.
Mr. Anstruther.
Mr. Asher.
Mr. Baird.
Mr. Preston Bruce.
Mr. Caldwell.
Sir Archibald Campbell.
Mr. Cochrane-Baillie.
Mr. Donald Crawford.
Mr. Mark Stewart.
Mr. Vernon.

Noes, 5.
Sir George Balfour.
Mr. Barclay.
Mr. Bolton.
Mr. Esslemont.
Mr. Menzies.

Another Amendment proposed, page 164, line 2, after the word "places," to insert the words "or public buildings"—(Mr. *Bolton*).—Question put, That the words "or public buildings" be there inserted.—The Committee divided:

Ayes, 5.
Mr. Barclay.
Mr. Bolton.
Mr. Caldwell.
Mr. Cochrane-Baillie.
Mr. Menzies.

Noes, 9.
Mr. Anstruther.
Mr. Asher.
Mr. Baird.
Sir George Balfour.
Mr. Preston Bruce.
Sir Archibald Campbell.
Mr. Esslemont.
Mr. Mark Stewart.
Mr. Vernon.

Motion made, and Question put, That Clause 436 stand part of the Bill.—The Committee divided:

Ayes, 11.
Mr. Anstruther.
Mr. Asher.
Mr. Baird.
Sir George Balfour.
Mr. Preston Bruce.
Mr. Caldwell.
Sir Archibald Campbell.
Mr. Cochrane-Baillie.
Mr. Esslemont.
Mr. Mark Stewart.
Mr. Vernon.

Noes, 3.
Mr. Barclay.
Mr. Bolton.
Mr. Menzies.

Clause 437, *agreed to*.

Clause 438, line 18, page 164.—Amendment proposed to leave out the words "any house or buildings"—(Mr. *Barclay*).—Question put, That the words proposed to be left out stand part of the Clause.—The Committee divided:

Ayes, 7.
Mr. Bolton.
Mr. Caldwell.
Sir Archibald Campbell.
Mr. Esslemont.
Mr. F. S. Powell.
Mr. Mark Stewart.
Mr. Vernon.

Noes, 8.
Mr. Anstruther.
Mr. Asher.
Mr. Baird.
Sir George Balfour.
Mr. Barclay.
Mr. Preston Bruce.
Mr. Cochrane-Baillie.
Mr. Menzies.

Another Amendment proposed, line 37, page 164, after the word "service" to add these words, "or any place used for the purpose of public meetings"—(Mr. *Mark Stewart*).—Question put, That these words be there added.—The Committee divided:

Ayes, 5.
Mr. Caldwell.
Sir Archibald Campbell.
Mr. Cochrane-Baillie.
Mr. Mark Stewart.
Mr. Vernon.

Noes, 8.
Mr. Asher.
Mr. Baird.
Sir George Balfour.
Mr. Barclay.
Mr. Preston Bruce.
Mr. Donald Crawford.
Mr. Esslemont.
Mr. Menzies.

Clause 438, as amended, *agreed to*.

Clause 439, *agreed to*.

Clause 440, amended, and *agreed to*.

Clause 441, *agreed to*.

Clause 442, amended, and *agreed to*.

Clause 443, *agreed to*.

Clause 444, amended, and *agreed to*.

Clause

Clause 445, line 24, page 167.—Amendment proposed after word “offence” to insert these words “to a penalty not exceeding twenty shillings”—(Mr. *Esslemont*).—Question put, That these words be there inserted.—The Committee divided:

Ayes, 6.	Noes, 5.
Sir George Balfour.	Mr. Asher.
Mr. Preston Bruce.	Mr. Baird.
Mr. Cochrane-Baillie.	Mr. Barclay.
Mr. Esslemont.	Mr. Caldwell.
Mr. Menzies.	Mr. Vernon.
Mr. Mark Stewart.	

Clauses 445—446, amended, and *agreed to*.

Clauses 447—455, *agreed to*.

Clauses 456—457, amended, and *agreed to*.

Clauses 458—465, *agreed to*.

Clauses 466—468, amended, and *agreed to*.

Clauses 469—471, *agreed to*.

Clause 472, amended, and *agreed to*.

Clauses 473—476, *agreed to*.

[Adjourned till Tuesday next, at Half-past Eleven o'clock.]

Tuesday, 2nd July 1888.

MEMBERS PRESENT :

The LORD ADVOCATE in the Chair.

Mr. F. S. Powell.	Mr. Donald Crawford.
Sir George Balfour.	Mr. Bolton.
Mr. Esslemont.	Sir Archibald Campbell.
Dr. Clark.	Mr. Anstruther.
Mr. Vernon.	Mr. Asher.
Mr. Cochrane-Baillie.	Mr. Sinclair.
Mr. Preston Bruce.	Mr. Caldwell.
Mr. Menzies.	Mr. Mark Stewart.
Mr. Baird.	Mr. Macdonald Cameron.
Mr. Barbour.	

Clauses 477—479, amended, and *agreed to*.

Clause 480, *agreed to*.

Clauses 481—490, *agreed to*.

Clause 491, amended, and *agreed to*.

Clauses 492—494, *agreed to*.

Clauses 495—496, amended, and *agreed to*.

Clause 497.—Amendment proposed, to omit Sub-section I.—(Mr. *Esslemont*).—Question put, That Sub-section I. stand part of the Clause.—The Committee divided:

Ayes, 5.	Noes, 2.
Mr. Preston Bruce.	Sir George Balfour.
Dr. Clark.	Mr. Esslemont.
Mr. Cochrane-Baillie.	
Mr. F. S. Powell.	
Mr. Vernon.	

Another Amendment proposed, to omit Sub-section II.—(Mr. *Esslemont*).—Question put, That Sub-section II. stand part of the Clause.—The Committee divided:

Ayes, 2.	Noes, 4.
Dr. Clark.	Sir George Balfour.
Mr. Vernon.	Mr. Preston Bruce.
	Mr. Cochrane-Baillie.
	Mr. Esslemont.

Another Amendment proposed, to omit Sub-section IV.—(Mr. *Esslemont*).—Question put, That Sub-section IV. stand part of the Clause.—The Committee divided :

Ayes, 7.
Mr. Baird.
Mr. Barbour.
Mr. Preston Bruce.
Dr. Clark.
Mr. Cochrane-Baillie.
Mr. Menzies.
Mr. Vernon.

Noes, 2.
Sir George Balfour.
Mr. Esslemont.

Clause amended, and *agreed to*.
Clause 498, *agreed to*.
Clause 499, amended, and *agreed to*.
Clause 500, *agreed to*.
Clause 501, amended, and *agreed to*.
Clause 502, *agreed to*.
Clauses 503—505, amended, and *agreed to*.
Clause 506, *agreed to*.
Clauses 507—509, amended, and *agreed to*.
Clause 510, *agreed to*.
Clauses 511—513, amended, and *agreed to*.
Clauses 514—515, *agreed to*.
Clause 516, amended, and *agreed to*.
Clause 517, *agreed to*.
Clauses 518—519, amended, and *agreed to*.
Clauses 520—521, *agreed to*.
Clause 522, amended, and *agreed to*.
Clauses 523—529, *agreed to*.
Clauses 530—531, amended, and *agreed to*.
Clause 532, *agreed to*.
Clause 533, amended, and *agreed to*.
Clauses 534—535, *agreed to*.
Clause 536, amended, and *agreed to*.
Clauses 537—540, amended, and *agreed to*.
Clauses 540—542, *agreed to*.
Clauses 543—544, amended, and *agreed to*.
Clauses 545—546, *agreed to*.
Clauses 547—549, amended, and *agreed to*.
Clauses 550—554, *agreed to*.
Clause 555, amended, and *agreed to*.

POSTPONED CLAUSES.

Clause 331, page 120, line 12.—Amendment proposed, to omit the words “under a penalty of forty shillings”—(Mr. *Caldwell*).—Question put, That the words proposed to be left out stand part of the Clause.—The Committee divided :

Ayes, 12.
Mr. Anstruther.
Mr. Asher.
Mr. Baird.
Mr. Barbour.
Mr. Bolton.
Mr. Preston Bruce.
Sir Archibald Campbell.
Mr. Donald Crawford.
Mr. Esslemont.
Mr. Menzies.
Mr. Sinclair.
Mr. Vernon.

Noes, 3.
Sir George Balfour.
Mr. Caldwell.
Dr. Clark.

Another

Another Amendment proposed, page 120, line 15, after the words "sixpence," to insert the words "or when the disease is measles or whooping cough, the sum of one shilling"—(*The Lord Advocate*).—Question put, That those words be there inserted.—The Committee divided :

Ayes, 8.	Noes, 8.
Mr. Asher.	Mr. Anstruther.
Mr. Baird.	Mr. Bolton.
Sir George Balfour.	Mr. Preston Bruce.
Mr. Barbour.	Mr. Caldwell.
Sir Archibald Campbell.	Dr. Clark.
Mr. Donald Crawford.	Mr. Sinclair.
Mr. Esslemont.	Mr. Mark Stewart.
Mr. Menzies.	Mr. Vernon.

Whereupon the *Chairman* declared himself with the *Noes*.

Another Amendment proposed, line 16, to omit the word "fee," in order to insert the word "shilling"—(*Mr. Caldwell*).—Question put, That the word "fee" stand part of the Clause.—The Committee divided :

Ayes, 9.	Noes, 7.
Mr. Asher.	Mr. Anstruther.
Mr. Baird.	Sir George Balfour.
Mr. Barbour.	Mr. Caldwell.
Mr. Bolton.	Dr. Clark.
Mr. Preston Bruce.	Mr. Donald Crawford.
Sir Archibald Campbell.	Mr. Menzies.
Mr. Esslemont.	Mr. Sinclair.
Mr. Mark Stewart.	
Mr. Vernon.	

Clause amended, and *agreed to*.

Clause 332, amended, and *agreed to*.

Clause 333, *agreed to*.

Clause 334, *agreed to*.

Clauses 335—336, amended, and *agreed to*.

Clauses 337—342, *agreed to*.

Clause 343, amended, and *agreed to*.

Clause 344, *agreed to*.

Clause 345, amended, and *agreed to*.

Clause 346, *agreed to*.

Clauses 347—348, amended, and *agreed to*.

Clauses 349—355, *agreed to*.

Clause 356, amended, and *agreed to*.

[Adjourned till Friday next, at Half-past Eleven o'clock.]

Friday, 6th July 1888.

MEMBERS PRESENT:

The LORD ADVOCATE in the Chair.

Sir George Balfour.
Mr. Vernon.
Mr. Esslemont.
Mr. Donald Crawford.
Mr. Williamson.
Mr. Preston Bruce.
Mr. Macdonald Cameron.
Mr. Barbour.

Mr. Menzies.
Mr. Baird.
Mr. Caldwell.
Sir Archibald Campbell.
Mr. Cochrane-Baillie.
Mr. Sinclair.
Dr. Clark.

Consideration of postponed Clauses resumed.

Clause 357, amended, and *agreed to*.

Clause 358, amended, and *agreed to*.

Clauses 359—361, *agreed to*.

Clause 19, amended, and *agreed to*.

Clauses 20—21, *disagreed to*.

Clauses 22—24, amended, and *agreed to*.

Clause 29, amended, and *agreed to*.

Clause 33, amended, and *agreed to*.

Clauses 37 and 38, *disagreed to*.

Clause 366, amended, and *agreed to*.

Clause 4.—Motion, and Question proposed, That the consideration of this Clause be postponed,—put, and *agreed to*.

New Clause (Who to preside, where more than one sheriff)—(*The Lord Advocate*)—brought up, read a first and second time, and added to the Bill.

[Adjourned till Tuesday next, at Twelve o'clock.]

Tuesday, 10th July 1888.

MEMBERS PRESENT:

The LORD ADVOCATE in the Chair.

Mr. Esslemont.
Mr. Vernon.
Sir George Balfour.
Mr. Barclay.
Mr. Bolton.
Mr. Williamson.
Dr. Clark.
Mr. Caldwell.
Mr. F. S. Powell.
Mr. Donald Crawford.

Mr. Menzies.
Mr. Barbour.
Mr. Preston Bruce.
Mr. Cochrane-Baillie.
Mr. Hozier.
Mr. Sinclair.
Mr. Baird.
Mr. Macdonald Cameron.
Mr. Webster.

New Clause (Amendment, Public Health Act)—(*The Lord Advocate*)—brought up, read a first and second time, and added to the Bill.

Another new Clause, brought up, read a first and second time, as follows: "In any burgh, where various municipal or police authorities possess jurisdictions and powers within the area of such burgh in police, water, gas, drainage, rating, matters of public health, or otherwise, such several jurisdictions, and the powers, privileges, rights, and duties exercised in connection therewith, other than those vested in and possessed and exercised by the Provost, Magistrates, and Town Council, or Commissioners, within a section of the area of such burgh, shall cease and determine, and such jurisdiction, and all the powers and duties

duties already existing or conferred by this Act in relation thereto shall thereafter devolve on, and be vested in, and be wholly exercised by the Provost, Magistrates, and Town Council, or Commissioners, as the sole municipal authority within the area of such burgh under this Act"—(Mr. *Esslemont*).—Amendment proposed, line 3, to omit the words "water, gas"—(Mr. *Barclay*).—Question put, That the words proposed to be left out stand part of the proposed new Clause.—The Committee divided :

Ayes, 14.
Mr. Baird.
Mr. Barbour.
Mr. Bolton.
Mr. Preston Bruce.
Mr. Caldwell.
Dr. Clark.
Mr. Cochrane-Baillie.
Mr. Donald Crawford.
Mr. Esslemont.
Mr. Hozier.
Mr. Menzies.
Mr. Sinclair.
Mr. Vernon.
Mr. Williamson.

Noes, 2.
Sir George Balfour.
Mr. Barclay.

Clause added.

Another new Clause (Provost, Magistrates, &c., to be local authority under Public Health Act),—brought up, read a first and second time, and added to the Bill—(Mr. *Barclay*).

Another new Clause,—brought up, and read a first and second time, as follows: "Notwithstanding the provision in the ninth section of the Municipal Elections Amendment (Scotland) Act, 1868, it shall not be competent to elect any person to the office of Town Councillor at the annual municipal election on the first Tuesday of November in any burgh in Scotland unless the name of such person shall have been intimated to the Town Clerk of such burgh, in the manner hereinafter provided, at or before Four of the clock in the afternoon on the Tuesday immediately preceding the said first Tuesday of November, and the intimation to the Town Clerk shall be in the form of Schedule A. hereunto annexed, or as near thereto as circumstances admit"—(Mr. *Esslemont*).—Amendment proposed, line 7, to omit the word "Tuesday" in order to insert the word "Thursday"—(Mr. *Barclay*).—Question put, That the word "Tuesday" stand part of the proposed new Clause.—The Committee divided :

Ayes, 6.
Mr. Baird.
Sir George Balfour.
Mr. Barbour.
Mr. Bolton.
Mr. Donald Crawford.
Mr. Esslemont.

Noes, 2.
Mr. Barclay.
Mr. Caldwell.

Clause added.

Another new Clause (Power to withdraw candidature)—(Mr. *Esslemont*)—brought up, read a first and second time, and added to the Bill.

Another new Clause (Repeal of Act)—(Mr. *Esslemont*)—brought up, read a first and second time, and added.

Another new Clause (Amendment of Public Health Act)—(Mr. *Barbour*)—brought up, read a first and second time, and added to the Bill.

Another new Clause read a first time, as follows: "Such burgh general assessment and general improvement rate shall, during the year of assessment, and for the period of six months thereafter in case of bankruptcy or insolvency, be paid out of the first proceeds of the estate, and shall be preferable to all debts of a private nature due by the parties assessed"—(Mr. *Bolton*).—Question put, That this Clause be read a second time.—The Committee divided :

Ayes, 5.
Mr. Baird.
Mr. Barbour.
Mr. Bolton.
Mr. Donald Crawford.
Mr. Esslemont.

Noes, 2.
Mr. Barclay.
Mr. Caldwell.

Amendment proposed, line 3, to leave out all the words after the word "insolvency,"
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down to the end of the Clause.—Question put, That the words proposed to be left out stand part of the proposed Clause.—The Committee divided :

Ayes, 5.
Mr. Baird.
Mr. Barbour.
Mr. Bolton.
Mr. Donald Crawford.
Mr. Esslemont.

Noes, 2.
Mr. Barclay.
Mr. Caldwell.

Clause added.

[Adjourned till Friday next, at Twelve o'clock.

Friday, 13th July 1888.

MEMBERS PRESENT :

The LORD ADVOCATE in the Chair.

Sir George Balfour.
Mr. Esslemont.
Mr. Barclay.
Mr. Macdonald Cameron.
Mr. Donald Crawford.
Mr. F. S. Powell.
Mr. Caldwell.
Mr. Williamson.
Mr. Asher.
Dr. Clark.

Mr. Vernon.
Mr. Bolton.
Mr. Sinclair.
Mr. Barbour.
Mr. Webster.
Mr. Menzies.
Mr. Cochrane-Baillie.
Mr. Baird.
Mr. Hozier.

New Clause (Establishment of new authority in burghs having magistrates and councillors, and in new burghs)—(Mr. Donald Crawford)—brought up, and read the first and second time, and added.

Another new Clause (Saving of Patrimonial Rights)—(Mr. Donald Crawford)—brought up, and read the first and second time, and added.

Another new Clause (Amalgamated Burghs)—brought up, and read the first time, as follows: "Where the boundaries of any Parliamentary burgh include two or more police or other burghs, such Parliamentary burgh shall be constituted into one burgh under this Act, and such new burgh shall be subject to all the provisions of this Act in regard to the constitution of and first election in burghs created under this Act; and all magistrates, councillors, or commissioners, in office at the passing of this Act shall retire from office on the date of the election to be first held after the passing of this Act. Provided that the existing authorities in such police or other burghs shall continue in office until such election has taken place"—(*The Lord Advocate*).—Question proposed, "That this new Clause be read a second time."—Motion, by leave, *withdrawn*.

Another new Clause (Commissioners vacating Office to vacate other Municipal Offices)—(*The Lord Advocate*)—brought up, and read the first and second time, and added.

Another new Clause (Repeal of General Acts)—(*The Lord Advocate*)—brought up, and read the first and second time, and added.

Another new Clause (Where burgh extended Commissioner to pay Commissioners of Supply proportion of expenses of Register of Voters)—(*The Lord Advocate*)—brought up, read a first and second time, and added.

Another new Clause (Powers, debts, &c., of Local Authorities under Public Health Act, to be transferred to Commissioners)—(*The Lord Advocate*)—brought up, read a first and second time, and added.

Another new Clause (Where burgh extended, Commissioner to pay Commissioners of Supply proportion of expenses of Register of Voters)—(*The Lord Advocate*)—brought up, read first and second time, and added.

Another new Clause (Granting Procedure in offences against Customs and Inland Revenue Act to continue)—(*The Lord Advocate*)—brought up, read first and second time, and added.

Another new Clause (Expenses of Sheriff and how to be defrayed)—(*The Lord Advocate*)—brought up, read first and second time, and added.

Another new Clause (Offences for breaches of Certificates under Public Houses Acts, to be tried in Police Court)—(Mr. Barclay)—brought up, read the first and second time, and added.

Another

Another new Clause (Provisions as to Proceedings brought against Burgh Prosecutor)—(Mr. Barclay)—brought up, read the first and second time, and *added*.

Another new Clause (Commissioners may manage open spaces, &c.)—(Mr. Barclay)—brought up, read the first and second time, and *added*.

Another new Clause (Chief Magistrate in certain cases to be Lord Provost): "The Chief Magistrate of any burgh with a population of 100,000, or upwards, shall have the title of Lord Provost"—(Mr. Barclay)—brought up, and read the first time.--Question, That the Clause be read a second time. —The Committee divided :

Ayes, 3.
Sir George Balfour.
Mr. Barclay.
Mr. Esslemont.

Noes, 9.
Mr. Asher.
Mr. Baird.
Mr. Barbour.
Mr. Bolton.
Mr. Cochrane-Baillie.
Mr. Hozier.
Mr. F. S. Powell.
Mr. Williamson.

[Adjourned till Friday next, at Twelve o'clock.]

Friday, 20th July 1888.

MEMBERS PRESENT :

The LORD ADVOCATE in the Chair.

Mr. F. S. Powell.
Mr. Barclay.
Mr. Esslemont.
Mr. Williamson.
Mr. Caldwell.
Sir George Balfour.
Mr. Asher.
Mr. Barbour.
Mr. Bolton.
Mr. Macdonald Cameron.

Mr. Vernon.
Mr. Sinclair.
Mr. Baird.
Mr. Donald Crawford.
Mr. Cochrane-Baillie.
Sir Archibald Campbell.
Mr. Webster.
Mr. Menzies.
Mr. Mark Stewart.
Dr. Clark.

New Clause (Balance of Assessment in any year to be applied to same service)—(Mr. Esslemont)—read a first and second time, and *added*.

New Clause (Provision with respect to supplying water not to apply in certain cases)—(The Lord Advocate)—read a first and second time, and *added*.

Postponed Clause 4, amended, and *agreed to*.

New Clause (Who to preside where more than one Sheriff)—(Mr. Menzies)—read a first and second time, and *added*.

Schedule 1—1a, *agreed to*.

Schedule 2, amended, and *agreed to*.

Schedule 3, *disagreed to*.

Schedule 4, amended, and *agreed to*.

Schedules 5—7, *agreed to*.

Schedule 8, amended, and *agreed to*.

Schedule 9, amended, and *agreed to*.

New Schedules 10, 11, 12, *added*.

Ordered, To Report.

R E P O R T

FROM THE

SELECT COMMITTEE

OR

BURGH POLICE AND HEALTH
(SCOTLAND) BILL;

WITH THE

PROCEEDINGS OF THE COMMITTEE.

*Ordered, by The House of Commons, to be Printed,
23 July 1888.*

[*Price 4 d.*]

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Under 3 oz.

R E P O R T
FROM THE
SELECT COMMITTEE
ON
CITY OF LONDON (FIRE INQUESTS)
BILL;
TOGETHER WITH THE
PROCEEDINGS OF THE COMMITTEE,
MINUTES OF EVIDENCE,
AND APPENDIX.

*Ordered, by The House of Commons, to be Printed,
13 April 1888.*

LONDON:
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and HODGES, FIGGIS, and Co., 104, Grafton-street, Dublin.

CITY OF LONDON (FIRE INQUESTS) BILL.

Ordered,—[*Wednesday, 29th February 1888*]:—THAT the Bill be referred to a Select Committee of Nine Members, Five to be nominated by the House, and Four by the Committee of Selection.

Committee nominated of—

Mr. Elton.
Mr. Lawson.
Mr. Murphy.
Sir George Russell.
Mr. Woodall.

Nominated by the House
[*Monday, 19th March 1888*].

Sir Lyon Playfair.
Mr. Arthur Elliot.
Mr. Slagg.
Mr. William Lowther.

Added by the Committee of Selection
[*Tuesday, 20th March 1888*].

THAT the Committee have power to send for Persons, Papers, and Records.

THAT Five be the Quorum of the Committee.

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R E P O R T.

THE SELECT COMMITTEE to whom the CITY OF LONDON (FIRE INQUESTS) BILL was referred;—HAVE agreed to the following REPORT:—

YOUR Committee have considered this Bill, and have made Amendments thereunto. The Bill is confined to the City of London, though the Notices required by Standing Orders extended to the whole Metropolitan Area. As the Local Government of the Metropolis is under the consideration of the House, your Committee did not deem it expedient to ask instructions for this wider extension of the Bill under present circumstances. Nevertheless the expediency of holding inquests in cases of fire is so important that the extension of these powers to the whole Metropolitan Area is, in the opinion of your Committee, desirable on a future occasion. The subject of the extension of Fire Inquests to the Country generally has not been referred by the House to your Committee.

13 April 1888.

PROCEEDINGS OF THE COMMITTEE.

Thursday, 22nd March 1888.

MEMBERS PRESENT :

Mr. Woodall.
Mr. William Lowther.
Mr. Lawson.

Mr. Elton.
Sir Lyon Playfair.

Sir LYON PLAYFAIR was called to the Chair.

The Committee decided to call Evidence.

[Adjourned till Tuesday, 10th April,
at Half-past Eleven o'clock.]

Tuesday, 10th April 1888.

MEMBERS PRESENT :

Sir LYON PLAYFAIR in the Chair.

Mr. Elton.
Mr. Lawson.
Mr. Arthur Elliot.

Mr. William Lowther.
Sir George Russell.
Mr. Woodall.

Mr. *Gabriel Goldney*, Mr. *Henry Mead*, Mr. *W. C. Simmons*, Mr. *S. F. Langham*, Captain *Shaw*, and Mr. *Edward Hill Mannering*, were severally examined.

Room cleared.—The Committee deliberated.

Preamble read a second time, and amended, by striking out the last paragraph, as to the power of the Coroner to hold Fire Inquests in cases where death has not ensued.

Parties called in, and informed of the decision of the Committee.

Room cleared.

Clause 1, *agreed to*.

[Adjourned till Friday next, at Twelve o'clock.]

Friday, 13th April 1888.

MEMBERS PRESENT :

Sir LYON PLAYFAIR in the Chair.

Mr. Arthur Elliot.
Mr. William Lowther.
Sir George Russell.

Mr. Woodall.
Mr. Lawson.
Mr. Elton.

Clauses further considered.

Mr. *Gabriel Goldney* re-called, and further examined.

Clause

Clause 2, line 2.—Amendment proposed, after the word “Middlesex,” to insert the words “it shall be the duty of the Coroner for the said City to consider any report which may be made to him as hereinafter provided by the City Commissioner of Police, or the Chief Officer of the Metropolitan Fire Brigade, and”—(Mr. *Arthur Elliot*).—Question, That those words be there inserted,—put, and *agreed to*.

Another Amendment made.—Clause, as amended, *agreed to*.

Clauses 3 and 4, *agreed to*.

Clause 5, amended, and *agreed to*.

Clause 6, *agreed to*.

Clauses 7, 8, and 9 amended, and *agreed to*.

New Clause—“In any case where loss or injury by fire within the City of London and the Liberties thereof has been brought to the knowledge of the Commissioner of City Police or the Chief Officer of the Metropolitan Fire Brigade, it shall be the duty of the said Commissioner or the said Chief Officer forthwith to report the same to the Coroner of the City of London”—(Mr. *Arthur Elliot*)—read a first and second time, and *added*.

Report read, and *agreed to*.

Ordered, To Report, together with the Minutes of Evidence, and an Appendix.

LIST OF WITNESSES.

Tuesday, 10th April 1888.

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Captain Eyre Massey Shaw - - - - -	17
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Friday, 13th April 1888.

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MINUTES OF EVIDENCE.

Tuesday, 10th April 1888.

MEMBERS PRESENT :

Mr. Arthur Elliot.
Mr. Elton.
Mr. Lawson.

Mr. William Lowther.
Sir George Russell.
Mr. Woodall.

THE RIGHT HONOURABLE SIR LYON PLAYFAIR, IN THE CHAIR.

Mr. GABRIEL PRIOR GOLDNEY, called in; and Examined.

Chairman.

1. You are the City Remembrancer?—Yes.

2. Will you give the Committee a short history of how this Bill was introduced to the House?—This matter of inquiry into the causes of fires has been for a considerable time before different committees of the Corporation, and at different times Bills have been drafted and considered; but, as a matter of fact, nothing in the way of definite action was taken by the Corporation till 1885, when the Gas and Water Committee of the Corporation, that being the committee who specially look after the matter of fire hydrants, and so on, took the matter up, and had more or less informal communication with the Home Office upon the subject. The Metropolitan Board of Works had before introduced a Bill, or proposed to introduce a Bill, with, I believe, the concurrence of the Home Office, in which they proposed that inquiries should be held with regard to the causes of fires within the metropolis, but suggested that a special commissioner should be appointed for that purpose by the Home Office in the same way that a commissioner is temporarily appointed in the case of a serious railway accident to hold an inquiry. That Bill and that appointment did not meet with general favour. It was considered that it was rather a creation of an unnecessary office. I believe the Bill was withdrawn; I will not be quite certain that the Bill ever reached Second Reading, but that was the proposal at the time. Then, in 1886, our Gas and Water Committee took the matter up pretty strongly, and interviewed a great many of the principal fire insurance offices' representatives.

3. I will not ask you to go into the investigations of that committee, because Mr. Simmons will speak to them; but you introduced a Bill last year?—We introduced a Bill last year which,

0.65.

Chairman—continued.

I may say, is *verbatim* the same Bill as this; but, after it had gone on for some time, the authorities of the House considered that, under the Standing Orders, the Bill created a new jurisdiction within the meaning of the Standing Orders (No. 3), and therefore it ought to be introduced on notices.

4. I suppose it was held that a new jurisdiction was created on account of a decision of the Court of Queen's Bench, in 1860, that a coroner had no power of holding inquests in the case of fires?—Yes, in the case of *The Queen v. Herford*. The authorities here seemed to hold that they were bound by that, and by the fact, too, that since the decision we had so far recognised it as an authority; and had not held fire inquests; and it was, in their view, the creation of a new jurisdiction within the meaning of the Standing Orders.

5. Apart from that question of the creation of a new jurisdiction, Bills connected with the metropolis are either public or private, according as the House may wish; perhaps you will take that from me?—Yes; perhaps not quite so broadly as that, but substantially.

6. That Bill was withdrawn on that account, and was introduced again this year?—Yes. In the autumn, when the time came on for giving the Standing Order notices, I brought the matter prominently before the Court of Common Council, with the view of seeing what notices one ought to insert having a public object in view, and the result was that the Court instructed me to insert notices for a private Bill, applying to the City and the Corporation coroner only, and also another complete set of notices which I inserted in the newspapers, applying the provisions of the Bill to the metropolis at large. We felt that we could not do anything more than that, but we thought that, on the ruling

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10 April 1888.]

Mr. GOLDNEY.

[Continued.]

Chairman—continued.

ruling of the authorities last year, that would put the House in a position to do whatever it pleased with the Bill.

7. Would the effect of your having done so enable the House, if it pleases, to extend the Bill over the whole metropolitan area?—I think it would, but the question would then arise, I think, whether a Bill for the whole metropolitan area would not have to be a public Bill.

8. Will you describe generally the nature of your Bill?—In the City of London the Corporation appoint their own coroner; the Court of Common Council have the appointment. The coroner is paid by salary, and not by fees at all. His jurisdiction, as a matter of fact, also extends over the borough of Southwark. The relations between the borough of Southwark and the Corporation are of very old standing, but in this Bill we deal only with the City; we thought that would be quite sufficient as an experiment, and we limit his jurisdiction as regards fires to the City, excluding the borough of Southwark altogether. The proposal of the Bill (Section 2) is that the coroner can of his own mere motion, if he thinks fit, hold an inquest upon any fire, but that he should also be obliged to do so if he is so ordered by the Lord Mayor for the time being, as being head of the City, by the Lord Chief Justice of England, who is the principal coroner of the realm, or by the Secretary of State; and the object of that is this: the coroner is paid by salary, and though the coroner is here present he will forgive me putting it in this way; if a man is paid by salary his object is to do as little as he can; if he is paid by fees his object is to make as many fees as he can. We will assume that we have a coroner (I am not speaking of the present holder of the office) who is rather lazily inclined and content with his salary. He might say, "It is all nonsense doing this; I am not going to hold an inquiry into this fire." Then the applicant can go to the Lord Mayor and ask him to order an inquest; the Lord Mayor may have some reason for not immediately granting the application; then the applicant can make an application in the Queen's Bench Division to the Lord Chief Justice on motion, and have an Order made, or, if he does not choose to incur that expense, he can go to the Home Secretary and have an interview with him. Anyone of the three can order an inquest to be held; that is, if the coroner does not care to move of his own accord.

9. I suppose your object in putting in Clause 2, "one of Her Majesty's Principal Secretaries of State," is to enable the Home Secretary, as head of the police, to take action in the matter if he sees any reason for doing so?—Yes; and later on in the Bill I have provided for reports being made by the coroner to the Home Secretary, so that the Home Office shall have before them in those reports really a sort of authentic account of the different fires that take place of any consequence in the City.

10. The general object of your Bill, then, is to use the coroner in cases of fire exactly as in the cases of death; you propose that he should not inquire into every fire, but should inquire into fires which had arisen from suspicious or unexplained causes?—Yes; on him would rest the responsibility, of course, as it does in the case of

Chairman—continued.

death now; he does not inquire into the case of every person who dies, but there are a great many cases in which he very properly intervenes; you must leave it to his discretion in what cases he will hold inquests.

11. You are aware that in thus limiting your proposal you depart from the recommendation of the Committee of 1867, which recommended an inquest in every case of fire?—Yes. You will learn from Mr. Mannering a great number of fires are so small, and so trifling, even where a claim is made on an insurance company, that it would not be worth while to hold an inquiry of that sort. I know a case where a claim was made upon an insurance company for property burnt in a house through a gentleman dropping a vesuvian into the inside of his umbrella, before he came out of his front door. You could not descend to small cases of window curtains getting burnt, and things of that sort.

12. Then suppose the jury find a verdict of arson, you provide that the incendiary may be proceeded against criminally?—I put such a verdict on exactly the same footing as a verdict of manslaughter or murder found on an inquest on a dead body.

13. Your seventh clause provides that a report of the inquest is to be forwarded to the Lord Mayor and the Home Secretary?—Yes; I propose that the coroners should take proper depositions. At the present moment, as a matter of fact, coroners do take proper depositions, but they are hardly taken as a general rule with that precision and formality with which magistrates' clerks take them. I propose that proper depositions should be taken, and that the prisoner or any person interested should obtain a copy of those depositions on payment of twopence a folio, which is the present rate at which a prisoner is entitled to obtain depositions taken before a magistrate; at all events twopence a folio is the price in a great many places. Then, besides that, I propose that the coroner shall send a short report to the Home Secretary. The depositions and report are public property, anybody may have them, but anybody may not necessarily have the confidential remarks on the report.

14. In the recommendations of the Select Committee of 1867 there were to be two stages in an inquiry into the causes of a fire; the first stage was to be a general inquiry by the police as to whether there were any *prima facie* reasons for a coroner's inquest, and then, secondly, the coroner was brought in, if there were such *prima facie* reasons, but in all cases there were to be inquiries in the first instance by the police?—Yes; I have been constantly asked why did not you introduce anything in your Bill about the police; my answer at once is, the police are under our own control in the City, they are our own servants, and any arrangements that we may think necessary we do not want an Act of Parliament to enable us to carry out; we should simply give the Chief Commissioner such orders as we considered desirable from time to time for the purpose. It may be very desirable to have a police report first of all, but we do not want an Act of Parliament to enable us to call for that report, so far as we are concerned.

15. Is

10 April 1888.]

Mr. GOLDNEY.

[Continued.]

Chairman—continued.

15. Is your coroner a permanent officer?—He is a permanent officer; he is one of the very few permanent officers that there are in the Corporation; the Corporation is annually elected, and, with the exception of the judicial officers, every officer is elected annually.

16. Is the appointment of coroner on good behaviour?—I must not commit myself; he has certainly as strong a tenure as that; he has the same tenure as a judge; I do not say it is a freehold.

17. The deputy coroner is appointed by the coroner?—The deputy coroner is appointed by the coroner, and you will see the word "deputy" introduced all through the Bill, because every coroner, I believe, has to appoint a deputy.

18. What is his tenure of office?—That would be a matter of arrangement between the coroner and the deputy.

19. Not between you and the deputy?—No, we do not appoint him.

20. What are the peculiar advantages which you think would arise from an inquest of this kind being revived, because we may assume that up to 1860 the coroners thought they had the power of holding such inquests?—Yes, at all events they exercised it. The conclusion that the Committee who investigated the matter came to, and which they came to without any doubt at all, was that the mere knowledge that as a matter of course there would be an inquiry directly there was a fire of any magnitude would of itself tend very greatly to lessen the number of fires from mischief, from spite, and from pure wanton mischief. The number of fires that originate in pure monkeyish mischief, and in spite, are undoubtedly very considerable, as well apart from those that are directly fraudulent for the purpose of obtaining the money from the insurance offices. I do not know how far it is correct, but the calculation on the part of a great many interested in the matter, is that something like a fifth of the fires are of deliberate and not accidental origin.

21. Evidence was given in the 1867 Committee that about one-third were supposed to be the result of deliberate origin?—I think that is rather an exaggerated estimate; however, Mr. Mannering is here, who will speak with better authority than I can on that point.

22. How many coroners are there in the metropolitan area?—The coroners being appointed by the county divisions, the jurisdictions of a great many of them extend into the metropolitan area; there is one in Greenwich that would be in Kent, and there are two or three in Middlesex whose jurisdiction would extend into the metropolitan area. I am not quite sure about the boundaries of their different jurisdictions; there are two or three in Surrey, and I think two or three in Middlesex.

23. If the Local Government Bill passes, the metropolis would become a county, and I suppose then would have a coroner or coroners of its own?—I suppose it would.

Mr. Elliot.

24. The coroners in the counties are elected?—They are elected by the freeholders. A Bill
0.65.

Mr. Elliot—continued.

has been introduced into the House this year proposing that all coroners should be appointed by the Lord Chancellor.

25. Are they elected for life?—It is always considered a freehold office.

26. I see the Lord Chief Justice of England is mentioned in Clause 2; do you contemplate that the Lord Chief Justice should be asked to direct that a fire inquest should be held by the coroner on a motion in court?—It would rest very much with the Lord Chief Justice himself whether the application should be by a motion in chambers or not.

27. If it was intended that it should be done by a motion in court, it would be rather necessary to add some words to that clause?—I think the judges could make orders to meet the case.

28. With regard to the coroner's deputy, I understand that the coroner appoints his deputy, not for a particular occasion, but as a permanent officer?—Yes.

29. Does he only appoint one deputy?—Only one in practice. I do not know whether he might not appoint more, if he wished to; as a matter of fact, he does not.

30. As to Clause 5, a verdict of arson is to have just the same effect as an inquisition found in a case of murder or manslaughter?—Yes.

31. The proviso at the end seems to put the thing very much upon the footing of the Vexatious Indictments Act?—Yes.

32. I suppose those words referring to assimilation to a coroner's inquest upon a dead body would make the inquiry necessarily a public inquiry?—Certainly.

33. You said something about a confidential report?—The proceedings would be public, but any remarks upon the result of the inquest that the coroner might think it advisable to make would be confidential. In the 7th section it is provided that the coroner shall sign and forward to the Lord Mayor and to the Home Secretary a report of the result of the inquest, together with a copy of the depositions and any remarks thereon as he may deem necessary. That would give the Home Office the opportunity of inquiring into any details that they might think it advisable to inquire into apart from the public inquiry.

34. From one of your answers to the Chairman I understood that up to 1860 it was the practice to hold inquests on fires in the City?—Yes, up to 1860 we held a considerable number of fire inquests in the City which were very much appreciated, as we have been led to believe. Not only were such inquests held in the City, but the late Sir John Humphreys, who was coroner for Middlesex, held such inquests for Middlesex. And moreover, the coroner at Manchester held such inquests for some short time, and then his jurisdiction was questioned in the case of *The Queen versus Herford*, the judgment in which case is set out in the Report of the Gas and Water Committee at page 20. As I read that judgment, it was given against the coroner on the ground that there had been a long lapse of time during which these inquests had not been held.

Mr. Lowther.

35. How many coroners are there in the metropolitan area?—Seven or eight.

36. There is a certain amount of expense connected
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Mr. GOLDNEY.

[Continued.]

Mr. Lowther—continued.

nected with the holding of the inquest?—Yes; the jurymen are paid 4*d.* each, and there are the witnesses' expenses. I do not think the witnesses are paid any more than they would be paid if they had to go before the magistrates.

37. The hire of the room in which the inquest is held has to be paid for?—The inquest is generally held in a public-house at present; but I will ascertain whether this is so now in the City.

38. The room has to be paid for?—Yes.

39. On whom do the expenses of an inquest in the City fall?—On the Corporation.

40. How is the coroner removed?—I think only by death; I never heard of a coroner being removed in any other way, but I suppose for flagrant misconduct there would be some way of removing him.

41. Short of misconduct is he removable?—I do not think so; it is a very difficult question to answer. I daresay the coroner would tell you that his office was a freehold office.

42. Moreover, it might be difficult to define misconduct?—Yes; I am bound to say I do not know how, in any part of the kingdom, you would set about removing a coroner.

Mr. Elton.

43. Except for misconduct?—Except for gross misconduct; and I do not know how you would set about removing him upon that ground.

44. Are the two offices of coroner for London and coroner for Southwark generally held by the same person?—Yes.

45. Are they two distinct offices?—I will leave that question for the coroner to answer himself; the same coroner is appointed for London and for Southwark.

46. You told us that the Bill only applied to the City?—We have limited the Bill to the City.

47. Unless they were two distinct offices there might be a difficulty in separating the two functions?—Yes; you might separate the area over which the coroner would exercise jurisdiction from that over which he would not exercise such jurisdiction.

48. Under the Bill you contemplate that the functions of the coroner for London and for Southwark are not to be exercised in respect of fires in Southwark?—Yes; Section 2 says "in case of loss or injury by fire within the City of London a coroner's inquest shall be held if the coroner be of opinion that proper cause for such an inquiry exists." I limit his jurisdiction in respect of fires to fires that take place in the City of London.

49. In that Section 2 you provide that an inquest shall be held if either the Lord Mayor or the Lord Chief Justice of England, or one of Her Majesty's Principal Secretaries of State so order. Have you ever heard of any application being made to the Lord Chief Justice in the capacity of head coroner?—As I understand, the Lord Chief Justice of England is the principal coroner of the realm.

Mr. Elton—continued.

50. I take it from you that he is the chief coroner of the realm, but still he might be rather surprised one day, when sitting in his Court, to find a motion coming before him as chief coroner of the realm?—Such rules as would be necessary would have to be made to meet such cases. If I had ignored the Lord Chief Justice I think he would have had some right to complain.

51. You provide that an incendiary, when a verdict is given against him, shall be brought up before a magistrate, as a homicide now is?—Yes, after a verdict is found against him.

52. You introduce no difference in that respect?—No.

53. The coroner of the City of London does not appear to stand exactly in the same position as other coroners?—I think the office is the same, the mode of appointing to the office differing.

54-56. Classifying coroners by the mode of election, there is, first, the county coroner, appointed by the freeholders; there is, secondly, the franchise coroner, of which, I suppose, your coroner is an example, a coroner appointed within a certain liberty by the ruling authority; and there is thirdly the Court Coroner?—Yes.

57. Is not the appointment of the City Coroner by the Court of Aldermen?—No.

58. But the Court of Aldermen take some part in the appointment?—The Court of Aldermen appear to have the right to increase the coroner's salary. I only say they appear to have that right. The Court of Aldermen seem at one time to have increased a particular coroner's salary, and there was a dispute whether they had the right to do it or not.

59. For some reason, I suppose at the wish of the City, this one franchise coroner was omitted from the operation of the Act to which I have just referred?—There were several franchise coroners omitted from the Act.

60. The coroners in Durham were made the subjects of popular election?—Yes; but I think the Duchy of Lancaster, for instance, was omitted.

61. If the jurisdiction contemplated by this Bill were extended to the metropolitan area, you would be extending this peculiar prerogative, as regards mode of election in the limited area of the City, to the larger area?—We contend that our mode of election stands on pretty much the same footing as election by freeholders; we have no freeholders in the City corresponding with freeholders in the county.

62. It would extend your peculiar "liberty franchise" over the district where now it is open to the freeholders generally to elect?—Yes.

63. You would say that there is this distinction between your franchise and other franchises, that whereas in those franchises the coroner is appointed by the lord of the franchise, or by the Duchy of Lancaster; for instance, the coroner in your case is appointed by what you may call popular election?—Yes.

64. As popular as if he were appointed by the freeholders of the county?—Yes.

65. Has

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Mr. GOLDNEY.

[Continued.]

Mr. Elton—continued.

65. Has your coroner ever performed any other functions that you are aware of, except the holding of inquests in cases of accidental deaths or homicides, and up to the year 1860 in cases of fires?—Not that I am aware of. In old times coroners held all sorts of inquests with regard to felons and so on; that would be going back to very ancient times.

66. Coroners formerly had jurisdiction beyond inquiring into the cause of death, because they held inquisitions *post-mortem*?—Yes.

67. Those inquisitions *post-mortem* ceased about the time of the Civil War, and have not been renewed?—That is so.

68. You say a juryman is paid 4 *d.*?—That is the existing payment to a juryman.

69. I suppose 4 *d.* was fixed as the payment for a juryman at a time when 4 *d.* represented much more than it does now?—I do not know what the origin of it was. I believe 4 *d.* is what is paid now.

70. Your idea would be, in extending the jurisdiction of the coroner in the way you now propose to extend it, to keep to the archaic fee to the juryman?—I would endeavour to make it as low as possible. I would leave it as it stands at present.

Mr. Lawson.

71. I understood you to say that you regarded the election of coroners by the Court of Common Council as a popular election?—That is to say, it is not a limited election by the lord of the franchise; it is an election by a considerable number, 250.

72. You would hardly call it a popular election, would you?—It is an open election.

73. Does the coroner hold by the same tenure in the City and in Southwark?—I believe it is the same appointment; he is appointed coroner of the City and of Southwark; it is possible that two separate appointments may be made out for the two offices.

74. Is the whole cost of these inquests to be borne by the City?—Yes, as at present in the case of deaths.

75. Any extra cost would be borne by the City?—Yes.

76. You do not propose to ask for any contributions from the insurance offices?—No; in other Bills for the same object there have been such proposals made.

77. The representatives of the insurance offices had a conference with the committee of the Common Council?—Yes.

78. Was it proposed at that conference that they should contribute?—No.

79. If this Bill were passed would not the insurance offices most probably gain an advantage?—Yes. If the result of the passing of this Bill should be, as we hope it would be, to considerably diminish the number of fires, the insurance companies, whose profits are now out pretty close by competition, would very quickly give the insurers the advantage of that in the premiums. We hope that the result would be that there would be a substantial reduction in the

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Mr. Lawson—continued.

premiums of those who occupy the large warehouse property along Thames-street, and so on.

80. That is the only way in which the insurance offices would contribute anything?—I do not say that they would contribute at all.

81. You think that those who insure would gain an advantage?—Yes, they would gain a considerable advantage, we hope and believe; and it is in that hope and belief that the Bill has been introduced; premiums of insurance are now very high for many classes of property.

82. The extra cost would not be paid out of the rates?—No; the Corporation have no rating powers at all.

Mr. Woodall.

83. In view of the possibility of the Bill being extended to the larger metropolitan area, has there been any consultation with the Metropolitan Board of Works with regard to this proposal?—Yes; there has been a correspondence with them off and on; they proposed one thing, and we proposed another; we are in no sense acting in alliance with them in this matter; we are doing this alone, because we want it simply to apply to the City; as far as the City is concerned there is no opposition whatever to my Bill at all.

84. Then the Metropolitan Board of Works are not in any sense committed to the character of your proposals?—No; they are committed to the general idea that some sort of inquiry ought to take place after a fire, but beyond that I do not think they would be committed; certainly they are not committed to the details of the Bill.

85. Have you informed yourself with regard to the experience of any large provincial towns in this matter of fire inquests?—No, I have not.

86. You are not aware whether, in any of those towns, any power at all analogous to that which you are asking for now is exercised?—After the decision in the case of the Queen *versus* Herford, I know that the power is not exercised anywhere.

87. Can you inform the Committee whether there is any general feeling or desire in favour of a similar proposal?—If I may judge from the letters written to me, and to members of the Corporation, and from what I see in the newspapers, and so on, there is a very general desire indeed that some form of public inquiry should take place after fires.

88. Have you informed yourself as to what would be the probable expense in a given population of carrying out similar proposals to those contained in this Bill?—No.

89. Have you any idea that the remuneration of the coroner for the City would have to be increased?—The coroner is an old and valued public servant, and no doubt after the Bill had been in operation a twelvemonth, if his work was much increased, he would make the usual application to the Court.

90. You say he has a deputy?—Yes; as a matter of fact Mr. Langham does most of the work himself.

91. If the work were materially increased the difficulty would be met by appointing another deputy?—Yes.

92. The

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Mr. GOLDNEY.

[Continued.]

Mr. Woodall—continued.

92. The question of the cost of carrying out the proposal has not seriously entered into the consideration of the Common Council?—We know, from our previous experience, that the extra cost would be very small.

93. Is there a general apprehension in provincial towns that very material cost would be involved in carrying out a similar proposal?—I think there is, but I do not think that it is well founded; people have the idea that the creation of such a new jurisdiction might cost hundreds, and perhaps thousands.

Mr. Elliot.

94. Arson is a very serious offence; it is wilfully and maliciously burning premises, but the jury, under Clause 5, apparently have only power to find a verdict of arson?—I do not say they may find a verdict of arson only.

95. A verdict of arson may be found in consequence of the wilful or unlawful act or default of the individual?—The coroner is to inquire “whether there is ground for believing that such fire was caused or aggravated by the wilful or unlawful act or default of any person or persons, whether known or unknown, and if known, and the evidence shall warrant it, the jury may find a verdict of arson.”

96. “If known;” what does that refer to?—If the person is known, and the evidence shall warrant it, the jury may find a verdict of arson against him in order that he may be placed on his trial.

97. At present, in the case of a death, the coroner’s jury can, if they like, find a verdict of murder where the person has been killed maliciously and deliberately, or they may find a verdict of manslaughter where it is a case of culpable neglect; this clause seems only to contemplate the finding of a verdict of arson, though the fire may have been due to culpable neglect only?—I do not think the clause excludes any other verdict. It says, “if the evidence shall warrant it the jury may find a verdict of arson against such person or persons, in order that he or they may be placed on their trial for such offence.” You might put a man on his trial for causing a fire by culpable negligence. I think the clause would cover such a case as well as a wilful or unlawful act; my idea is, that the words “wilful or unlawful act” would

Mr. Elliot—continued.

cover cases where buildings had been deliberately and maliciously set fire to. My object in drafting this clause was, that where the jury found that a man from malice or spite deliberately set fire to any premises they should be at liberty to find a verdict of arson, in the same way as a coroner’s jury might find a verdict of manslaughter in the case of a death.

98. Suppose a man’s duty, under his contract with his employer, was to put out the fire at a certain hour in the evening, and suppose before that time arrived he gave himself a holiday; that would be an unlawful act, because it would be in contravention of his contract between himself and his employer, and it might be that through that default the premises were destroyed; in such a case as that this clause would authorise a coroner’s jury to put him on his trial for arson, which would be a great extension of the criminal law?—Yes.

99. The clause might require a little alteration in that respect?—Yes; one does not want to extend the criminal law, but one wants to extend the means of applying the law that now exists.

100. As to the proviso at the end, would not it be better that the proviso should be general; you say, “Provided that if any person with regard to whom such verdict shall have been found shall not have been present at the inquest he shall be taken before a magistrate sitting at the Mansion House or Guildhall Justice-rooms, as an accused person to answer such a charge;” I do not see why you should limit it to the case where the person has not been present at the inquest?—That is taken from the Vexatious Indictments Act; I do not know whether it would be desirable to alter that; I only put that in because I found it so in the Vexatious Indictments Act.

Chairman.

101. Would your clause as it stands cover a case of this kind: a curtain accidentally catches fire, and the caretaker, instead of putting out the fire, runs out of the building?—If he knew the curtain was on fire and saw that it was going to cause a conflagration, if he deliberately ran away, I think he ought to be tried for arson.

102. Would such a case as that be covered by the clause?—Yes, that is wilful default.

Mr. HENRY MEAD, called in; and Examined.

Chairman.

103. You are Chairman of the Gas and Water Committee of the Corporation?—Yes.

104. You have only lately been elected chairman of that committee?—Yes, only in January last.

105. What is your business?—I am a wholesale manufacturing stationer.

106. Your business is a very large one, I think?—It is considered so.

107. Did you hear the evidence of the City Remembrancer?—Yes.

108. Do you generally agree with him as to the circumstances under which this Bill was

Chairman—continued.

introduced by the Corporation to the House?—Certainly.

109. What is your own opinion, as a large business man in the City of London, as to the value of an inquiry such as that which is proposed by the Bill?—I think that it would be most valuable; it would have a deterrent effect on those who cause fires out of mere mischief, not foreseeing the terrible consequences of such mischief. Fifteen years ago a fire occurred on my own premises, which, I believe, would not have occurred if such an Act as this had been in existence. That fire occurred in the month of August,

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Mr. MEAD.

[Continued.]

Chairman—continued.

August, when I was away at the seaside with my family. The fire was discovered about 11 o'clock one bright sunshiny morning, so that there was not the slightest occasion for any light where the fire was discovered; in fact the premises did not require artificial light of any kind. This fire was discovered in the basement. Fortunately there was a fire-engine station within two doors of us; the men were summoned speedily, and with their hand pumps they put this fire out. Now that resulted in a loss, possibly of some 40*l.* or 50*l.*, but after the fire was out, and while they were discussing the causes of the fire, and seeing if they could find any clue to how the fire originated, it was discovered that the house was on fire at the top, and had got well alight at the top. The inference that I draw is this, that those two fires must have been originated at the same time, and while the fire below was being extinguished the one at the top got a very good hold; in fact the first discovery of it was from outside, when the flames burst through the top windows. The men then had to bring the engines and set them to work; but everything being at hand the fire was stopped, the result being a serious damage to the roof, and also a very considerable amount of damage to the stock, by fire and water. That resulted altogether in a loss of about 1,150*l.*

110. Had you any reason to suppose that the fire was caused by the wilful act of somebody or other?—It must have been, beyond the shadow of a doubt. When I explain to you the nature of the stock, I think that you will come to the same conclusion as myself. Where the top fire occurred was in a room or part of the warehouse where empty boxes alone were stowed; there was no work going on upon that floor. I do not know whether there was a gas light in that room, I do not think there was a gas light in it; there was no necessity for it; it was in the front of the house, and as light as this room. They found out afterwards that these empty boxes were burning, the inference being that they had been set light to; there was no loose paper about; in fact there was no cause for a light in that part of the warehouse, and there was this fact also, that in the basement, where the fire occurred, the paper was stacked on racks, in piles, probably about six or eight inches apart, and in between two of those piles of paper a quantity of loose rubbish, shavings, and wrappers were found not thoroughly burned out, showing exactly where the fire originated, and leading to the conclusion that it was the result of mischief.

Mr. WILLIAM CHARLES SIMMONS, called in; and Examined.

Chairman.

118. I THINK you are one of the Common Councilmen of the City of London?—I am.

119. Have you taken much interest in the inquiry in regard to this Bill before it was introduced?—Yes, for many years I have taken an interest in the question.

120. You are a wholesale stationer?—Yes.

121. Have you large premises?—Yes, I have large premises.

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Chairman—continued.

111. Was there any inquiry made by the insurance offices or by the police in that case?—No, except a few questions that might be asked of the persons in my employ at the time. The fire insurance office were informed of the circumstances, and they were also informed of my firm opinion that it was the result of mischief. At that time I did not know there was any one in my employ dissatisfied, or that I felt would do me malicious damage, but I attributed the fire to a wanton mischievous act on the part of one of the youths, of whom we had a good quantity, in our employ. I daresay one of them thought he would like to see a fire, possibly not thinking what serious consequences might ensue, and I think that if it had been known, as I said before, that an Act of this kind was in existence by which such mischievous persons would be subject, at any rate, to the chances of detection, they would think twice before they indulged in such practices.

112. In the coroner's court witnesses would be examined on oath?—Yes.

113. The police or fire-brigade examination is an examination not on oath?—That is so.

114. Do you think that the Bill as it is now presented to the House is of a practical character that will insure an efficient inquiry?—I do.

Mr. Elliot.

115. Was there an inquiry held in the case to which you have referred by the fire brigade?—A few questions were asked of several employes about, but there was no general inquiry.

116. Did you hear of anybody declining to answer any questions?—No, I was not present at the time; what I am telling you I heard from one of my sons who was present.

Mr. Elton.

117. Have you ever known instances where fires were caused by persons wanting to get a slight reward by giving information as to the fire?—I cannot say that I have known any such cases; I can say that I have had suspicions that such things do occur. I notice in the paper this morning that a lad was brought up at the Thames Police Court yesterday, charged with setting fire to a place at Blackwall on three separate occasions. He had stolen some stamps off some letters which had not been delivered; and being charged with that, confessed to having caused the fire. Very possibly the knowledge that there would be an inquiry in such a case would have deterred him from doing what he did.

Chairman—continued.

122. The Corporation have already provided, have not they, pretty well for the extinction of fires?—The City are well provided, as this map will show, with hydrants. This map will show where the hydrants are placed, so that you see that every house in the City is covered by the hydrants.

123. You have 905 hydrants in the City?—Yes, over 900 hydrants.

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124. Is

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Mr. SIMMONS.

[Continued.]

Chairman—continued.

124. Is the water always at high pressure?—The water is always at high pressure; we have also for further protection four pressure gauges, of which we take daily register for the purpose of knowing that the water is always at high pressure; that is reported to our committee monthly.

125. What is the pressure; how far will it throw the water?—I could not say for certain. We have inspected the hydrants from time to time ourselves, and we have found that they have always been able to throw water to the top of a large building. We have the pressure always registered daily from each gauge. I may say that these hydrants were put up by the Corporation as an extra security, and the result is shown in a Paper which I will hand in (*handing in the same, vide Appendix*). For several years engines were not required at all in the City, the hydrants did all the work; there was not an engine employed in 1882, 1883, and 1884.

126. In the last three years the engines have come more into employment again?—Yes; in 1885 there were six employed; in 1886, 10; and in 1887, seven. You will notice that practically there has been no increase or diminution in the number of fires during the period from 1880 to 1887.

127. What is the meaning of the second line, "by hydrants and by engines"?—When they both work together. Captain Shaw will tell you more particularly as to that. My object in referring to these figures, is to show that the hydrants have been of great use in the City; and I may mention that they were put up by the Corporation without any charge to the ratepayers, at an expense of 28,000 £, and there has been an annual expense of 400 £. or 500 £. in keeping them in order. They are inspected periodically; they are under the charge of our engineers, and they are kept in thorough order.

128. Finding that there was no serious diminution in the number of fires, you appointed a committee in 1885, did you not, to inquire into the question of the advisability of inquests being held in the cases of fires?—I brought the matter before the Common Council, and they referred it to the Gas and Water Committee, of which I was then chairman, and it was then investigated by that committee.

129. The committee went very fully into the subject?—Yes, and they drew up the report which has been laid before you (*vide Appendix*).

130. It appears that there was an inquiry into the subject of the coroners' duty in 1879, by a Select Committee of the House of Commons?—Yes, it is referred to in our Report at page 14.

131. That Committee went very little into fires; it went chiefly into questions of suspected murder and manslaughter?—Yes.

132. It was stated in the evidence before that Committee, that in Scotland there was an inquiry into fires in all cases?—Yes.

133. By the Procurator Fiscal?—Yes; it was stated that he had to report to a certain authority all fires.

134. I see you state in your report, that from the returns of fires within the metropolis for the years 1881 to 1884 it appears that 25 per cent.

Chairman—continued.

of the fires were from causes unascertainable under existing circumstances?—Yes, that is so.

135. Is that not a great reduction in the number as compared with the evidence given before the Committee in 1867; in 1867 the Committee draw attention to this remarkable fact, that the number of doubtful, suspicious, or unaccounted for fires are systematically increasing in London, and that whilst there were only 34½ per cent. of suspicious, doubtful, or unaccounted for in 1852, there was as much as 52½ per cent. in 1886; if those figures, which were from returns of the fire brigade, were correct then, does not it show that there has been a great reduction in the number of suspicious cases since that time, as it appears that now there are only 25 per cent. of such cases, whereas in 1856 there were 52½ per cent.?—That may arise perhaps from the different views of those who drew up the reports; one officer might put down one fire as suspicious, whereas another would not put it down as suspicious.

136. I fancy both were reports of the fire brigade?—They might be reports of the fire brigade, but different officers might draw the reports differently in one year to what they drew them in another year.

137. If these per centages given in the report of the Committee of 1867 are correct, and if we assume that the different officers have proceeded on the same principle in classifying the cases, it would seem that there has been a considerable reduction going on since that time?—Certainly.

138. Did you present the report of your Committee to the Home Office, who were then considering whether a Royal Commission should be issued upon this subject?—Yes, our report recommends that the Home Office should be communicated with, with the view to a Royal Commission being appointed.

139. What was the answer which you got from the Home Office?—There was no official answer ever sent to us, but our Remembrancer reported to the Committee that the view of the Government was, that we had so investigated the matter that there seemed to be no necessity for a Royal Commission.

140. The Bill, as it has been explained to us, would, so far as the City of London is concerned, put no expense upon the ratepayers?—None whatever; the City out of its own property would pay all expense.

141. And no fresh machinery would be required?—That is why we ask the coroner should be the authority.

142. There would be only some small expenses; the expense of the jurymen, and the hire of the house in which the court would be held?—Yes, those would be borne by the City.

143. You say that no expense would be put upon the ratepayers; what do you mean by the ratepayers?—The City have no power to levy a rate except through the Commissioners of Sewers. The City from their own property would pay these expenses, so that the ratepayers really would not pay anything whatever. Whatever the City pay for this, or any other purpose, is out of their own income.

144. And there would be no charge upon the owners

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Mr. SIMMONS.

[Continued.]

Chairman—continued.

owners of property either?—No charge whatever.

145. According to the Bill which you put before us the coroner would be moved by some suspicions, or unexplained circumstances in the case of a great fire, like Whiteley's, for instance; an inquiry would not be held in every case?—Certainly not; it would be perfectly useless to hold it in the case of a small fire; I should think that inquests would be held in about 25 per cent. of all fires.

146. You say that there would be 25 per cent. of the whole of the fires in which it would be necessary to hold an inquiry, but it appears from the Return, at page 5 of your Report, that from 1881 to 1884, out of 8,350 fires, there were only 19 which were proved to be incendiary fires?—Only 19; but you would have to put in the same category the 36 doubtful cases. Where the word "doubtful" occurs I think Captain Shaw told us in the Committee he concluded that they came under pretty much the same category as the 19.

147. Though very few were found to be incendiary fires by the present mode of inquiry, probably more would have been found to be incendiary fires if there had been an efficient inquiry?—Certainly.

148. Have you any reason for supposing that the crime of arson was less frequent in old times than it has been in late years?—Yes; I take that from the evidence of one of our former coroners, Mr. Payne. On page 12, he says, "The crime of arson was in olden times of less frequent occurrence than it has been of later years, since the establishment of the fire insurance offices, many persons having been induced to commit it with a view to obtain the insurance money; and it is perfectly unquestionable that the recent inquiries in the coroner's court into the origin and causes of fires have been of the most important and beneficial effect in checking incendiarism, as well as detecting offenders."

149. From the inquiries which you have made into this subject, would you take the statement of the Committee of 1867 as being a fair explanation of how fires wilfully caused are brought about. The Committee says, first, they are due to incendiaries in order to get the insurance; second, to men unfortunate in business who cannot meet their claims; third, to persons in warehouses to conceal theft, and fourth, out of sheer malice and wickedness?—Yes, I agree with that classification.

150. You think that those four classes represent pretty well the unexplained cases of fires?—I do.

151. Do you think that one result from such an inquiry as is now proposed would be to show whether the provisions of the Building Acts were properly carried out?—I think so; that is one of the points that I think would be gained by this Bill.

152. That is to say in the constructions, with regard to staircases, lifts, and so on?—Yes; the fact of its being known from inquiries that a certain form of construction was unadvisable would prevent such a mode of construction in the future; people would not have their premises constructed in that manner.

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Chairman—continued.

153. Do you think it might have a beneficial effect upon the water companies in taking care that their turncocks were present in the case of a fire, if it was found by the inquiry that it was owing to the default of the water company that the fire was not put out immediately?—Yes, certainly. If there were any negligence on the part of the turncock in not arriving in reasonable time, or on the part of the fire brigade itself in not being there in reasonable time, or if there was any neglect on the part of the police in not calling in the brigade, it would all transpire, which now we know nothing about.

154. Did you obtain any return as to the proportion of unexplained fires in houses that were insured and in houses that were uninsured?—No; we have no return of that kind.

155. Would there be any means of obtaining that?—Not unless the Metropolitan Board of Works, through their brigade, could give us it; we have no record of it.

156. If the proportion of unexplained fires was very much more considerable in insured houses, would not it show that incendiarism came into operation considerably?—Most decidedly it would.

Mr. Elliot.

157. You said that this would cause no increase of charge to the ratepayers of the City?—Yes.

158. You said that the Corporation have no power of rating?—The Corporation have no power of rating.

159. The only rating authority in the City is the Commissioners of Sewers?—Yes.

160. For what purposes have they the power of rating?—Lighting and sewerage. In fact, all the rates paid in the City are levied through the Commissioners of Sewers.

161. You mean that an increase of expenditure of this sort would not in any way affect the general rating of the occupiers?—Certainly not; our present coroner's charges do not come upon the rates; they are paid by the City.

162. Though you may not have a direct power of rating in respect of such matters as this, still it is quite conceivable that your general income being affected, it would be necessary to make it up in some other way?—The income of the City is such that we should not come upon the ratepayers either directly or indirectly.

163. You have a large surplus income, in fact?—I do not know that it is a large surplus income; we have an income, and we endeavour to spend it to the best of our ability.

Mr. Lowther.

164. As a general rule, every house in the City is insured, is it not?—I cannot say that.

165. Are there any means of getting precise information on that point?—A gentleman from the fire office, who is here, will be able to tell you that better than I can. I should think more houses and more goods are in proportion insured in the City than outside.

166. In your opinion it would not be necessary to hold an inquest in a great many cases where a fire occurred?—Not one in 10, I should think.

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167. But

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Mr. SIMMONS.

[Continued.]

Mr. Lowther—continued.

167. But are there not cases where fires are speedily extinguished, and which if they were not speedily extinguished would become large fires?—No question about that; that was the object in putting down the hydrants.

168. Would it not be desirable to have inquests in every case?—If there are suspicious circumstances; if you suspected your servant of having set fire to the place, or if the police suspected that it had been wilfully set on fire, then however small the fire an inquest ought to be held.

169. Who would decide upon whether an inquest was to be held or not?—The coroner would have power to decide that.

170. Who would move the coroner?—The idea in our committee is this; we should instruct our police officers to send a report to the coroner of all fires.

171. Therefore it would be the police, in fact, who would move the coroner?—We have no definite plan laid down for that, but that is our idea in the committee that the police officers would be the best parties to move in the first instance.

172. Still you are of opinion that it would not be advisable to have an inquiry whenever a fire took place?—No; as Captain Shaw expressed it, that would be an intolerable nuisance.

173. Can you account for the increase in 1884 in the number of fires; there were 96 in 1882, 93 in 1883, and 114 in 1884, and then they diminish to 91 again?—No; you will notice that in 1884 52 were extinguished "by other means," that might mean simply a pail of water or put out with your foot.

Mr. Elton.

174. Who appoints the rating authority, the Commissioners of Sewers?—It is a Commission issued yearly.

175. Who nominates the members?—They are nominated by the different wards in the City. The wards elect their Common Councilmen, and then the Common Councilmen arrange in the different wards who shall attend the Commissioners of Sewers.

176. Then the Corporation appoint the rating authority?—Yes, it is almost like a committee of the Corporation, but they are independent of the Corporation.

177. It is almost like having the rating power, having the power to appoint the persons to rate?—Yes, it is almost the same.

178. You say that the City would pay the expenses of these inquiries; was your answer meant to extend to the case of the Bill taking in the metropolitan area?—No, we have not considered who is to pay the expenses outside the City.

Mr. Lawson.

179. With respect to the Commissioners of Sewers, I believe its members are always members of the Corporation, is not that so?—As a matter of fact they are.

180. As a matter of practice?—As a matter of practice they are members of the Corporation.

181. The Commission of Sewers has always been treated by the Corporation as a committee of its own body?—No, not quite so; because the

Mr. Lawson—continued.

Commissioners of Sewers are quite independent of the Corporation.

182. Nominally; but practically they are a part of the Corporation, are they not?—Practically they are a part of the Corporation; I do not know that it is absolutely necessary for a gentleman to be a Common Councilman to be on the Commission of Sewers.

183. You do not know any case of a member of the Commission of Sewers who was not a Common Councilman?—I do not know such a case.

184. When you say there is no rating power in the Corporation, though that is nominally true, it cannot be said to represent the actual state of things?—It does represent the actual state of things in this way, that supposing we were disposed to place the costs of these inquiries on the rates we could not do so.

185. Would it be impossible for the Corporation to place them on the rates?—Quite. I do not think they would have any more power to do that than where they make a grant to any charity; I do not think the Commissioners of Sewers could possibly charge the costs on the rates.

186. But when a charge of this sort is paid out of the corporate income, it is possible that some other charge might have to be paid for out of the rates?—Certainly not.

187. Then there is such a large surplus income that you can bear charges of this kind without contemplating any increase of the rates for other purposes?—Certainly, our income is sufficient to cover it. It would not be possible to transpose charges from one set of accounts into the other.

188. It has never been proposed that you should bear the cost of inquiries of this sort in the Liberty of Southwark?—No, we have purposely left that out, we wish to confine this simply to the City.

189. I see in your evidence, which we have before us, you say there was a proposal by the Metropolitan Board of Works that inquiry should take place at the instance and through the agency of the Home Office; was that considered by your committee of the Corporation?—Yes, we had the whole of the correspondence with the Home Office, and it seemed that they are quite in accord with us, that it was desirable that such inquiries should take place; but why no further action was taken, after 1883, we have no knowledge.

190. It was thought by your committee that an inquiry by the Home Office would not be the right method of inquiry; that it would be far better to put it in the hands of a coroner than an inspector appointed by the Home Office?—Our committee thought so; because we had all the machinery; we thought it would be a pity to create another office or officer.

191. You did not look outside the City of London?—We did not consider the matter outside the City of London.

192. You did not look upon this Bill as an experiment which might be further extended if it proved successful with you?—We did, and thought it might be extended.

193. And you thought if it proved successful with

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[Continued.]

Mr. Lawson—continued.

with you it would be just as applicable elsewhere as in the City?—Yes, but I would scarcely go so far as that. In respect of the coroner, it might be for the metropolis perhaps, but when you get into the country the coroners are not perhaps the same class of men as our coroner, neither would their experience be much. I think, as far as the metropolis is concerned, the coroners might be the best machinery for holding these inquiries.

194. Outside the City, supposing this Bill were extended, they are not in the same happy position of having a surplus income as you are, and, therefore, the extra charge must come out of the rates?—Certainly, outside the City.

195. That brings different considerations into play?—Yes; still what we say is, let us have our Bill and extend it afterwards to the metropolis if you can.

196. You would not propose to bear any of the cost of extending the Bill to the other parts of the metropolis?—No, I could not say that for the Corporation.

197. That has not been suggested?—That has not been suggested.

Mr. Woodall.

198. Do you, from the City funds, bear, at the present moment, any charges of an analogous kind to those which you bear in respect to the borough of Southwark?—The expense of the coroner is borne by the City; I do not know of any other.

199. Suppose, for instance, that you were not in the happy position of having these reserve funds, would you, as a ratepayer, have any objection to the expense of these inquiries coming out of the rates?—As a ratepayer, I should desire it, most certainly. I feel that we should more than save the increased rating through our diminished premiums of insurance.

200. You contemplate that the inquiry shall be made very much in the same manner as in the case of loss of life?—Yes.

201. And you would not see any reason for following the practice which prevails in Scotland, or has prevailed in Scotland, of making a secret inquisition?—No, I do not think it would be desirable to have a secret inquiry.

Mr. SAMUEL FREDERICK LANGHAM, called in; and Examined.

Chairman.

202. You are Coroner for the City of London and the Borough of Southwark?—I am.

203. Is that by two appointments, or by a single appointment?—It is a single appointment; but the appointments are not necessarily one. It was moved in committee that there should be two appointments, but that was not carried; that was before my election; so that the appointments are not necessarily two.

204. Does Southwark in any way contribute to your salary?—I have a separate salary from Southwark.

205. Paid by whom?—Paid by the justices of the peace.

206. In Surrey?—Yes; and also the expenses of holding inquests in Southwark are paid out of the county expenses.

207. You were appointed in 1884, were you not, as coroner?—Yes.

208. Did you hold the position of deputy coroner before that?—Yes, for Westminster from the year 1847 up to some little time after my appointment for the City.

209. You held the appointment for nearly 40 years?—Yes, 36 or 37 years; I held between 2,000 and 3,000 inquests in Westminster alone during that time.

210. Were you deputy coroner under Serjeant Payne?—Yes, for a short time; when his son was out on circuit I was appointed.

211. Did you act for some time as secretary of the Coroners' Society for England and Wales?—I did from 1847 up to the death of Sir John Humphreys, who was president; and on his death they elected me president of the society.

212. Did that give you considerable experience as to the views of the coroners throughout the country?—Very considerable experience. Hardly any question arose throughout the country, either in England or Wales, of any real importance which was not referred up either to

Chairman—continued.

the committee or to myself to reply to and give an opinion upon.

213. Were you called to give evidence before the Gas and Water Committee of the Corporation in 1885?—I was.

214. And the information which you gave is described in this report which has been furnished to us?—Yes, that letter of Serjeant Payne I handed to that committee, and that letter had been previously circulated to all the coroners in England and Wales.

215. Would you please read the paragraph from that letter that related to the old practices of coroners?—On page 9, this extract is given; "Horne, in the 'Mirror of Justices' (which is mentioned by Cooper in the public records as the most extraordinary of our ancient law books), says: 'To the office of coroners it doth belong to view the carcasses of the dead by felony or mischance, and to see the burnings and the wounds and other felonies, and to see treasure trove and wrecks of the sea, and to take the acknowledgments of felony, and to give the adjuration to flyers to sanctuary, and to take the inquests of felonies happening within their bailiwicks. Coroners also used to inquire of burnings and who puts to the fire, and how and whether it were by felony or mischance; and if of felony, of whose felony; and who were the principals, and who the accessories, and who were the threateners thereof.'"

216. Then clearly it was considered one of the old functions of coroners to inquire into the origin of fires?—Yes. In addition to that, I may say that the custom of inquiring in case of treasure trove is still kept up by the coroners. I know of one case in Staffordshire where the Treasury insisted upon an inquiry being held in order that they might prosecute the person who had concealed some property which had been discovered, so that the Treasury considered that all the old

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Mr. LANGHAM.

[Continued.]

Chairman—continued.

law, although obsolete in a measure, was not repealed.

217. Did not Serjeant Payne practise holding inquests upon fires during his time?—Yes, he commenced that; that letter was the foundation of the inquiry; that was in 1851.

218. That re-established the ancient usage?—Yes. I may say that it had fallen into desuetude, in my judgment, from this circumstance: that anciently coroners were not paid for their duties; but when they were paid the statute of the 25th of George II. said that the coroners should have a fee of 20*s.* for every person upon whom an inquest was duly held, and afterwards a further sum of 6*s.* 8*d.* was granted by a further statute, so that the fee was 1*l.* 6*s.* 8*d.* Therefore there was no interest to the coroners to inquire into other cases than cases of death, because those only were provided for.

219. You think that the practice fell into desuetude on that account?—Yes; but that the right existed was, I think, clearly shown by that letter of Serjeant Payne's.

220. And Serjeant Payne continued to hold inquests until 1860, did he?—I do not know that he lived so long as that; he held them; and Sir John Humphreys held several in 1860. That appears, I think, from the same report.

221. Sir John Humphreys held inquiries in 1860?—Yes; that was just on the eve of the decision of that case of the *Queen v. Herford*.

222. Did not the fire insurance companies at that time highly appreciate the holding of these inquests?—They did very much.

223. How did they show their sense of appreciation?—They joined, at all events, with the general public in presenting Serjeant Payne with a testimonial in the shape of a diamond star, which diamond star was bequeathed by his son to the Gun Makers' Company, on condition that the master should wear it on state occasions, and he now wears it.

224. But then the fire insurance companies in doing that must have supposed that these inquiries led to decided advantages for themselves?—Yes. The Committee will understand that it was not exclusively the fire insurance companies who presented the testimonial, but the public, including the fire insurance companies.

225. Do you know any case of any coroner at the present time in other parts of England holding fire inquests now?—No; it would be very wrong in the face of that decision of the *Queen v. Herford* for them to do so. If they did, and a prohibition were moved for, they would be sure to be mulcted in costs; therefore they would do it at their peril.

226. Did not the coroners of Northumberland hold them until lately?—Not that I know of. There was a report that it was done by the coroners of Northumberland, and, knowing that I was to give evidence here, I wrote to know whether they still continued to do so; and one of the coroners has written to me to say that they do not do so.

227. What is your opinion as to the probable efficiency of the Bill that is now before the Committee?—I think that it would be most valuable, because the value of an inquest, I have always felt, is not to be measured so much by

Chairman—continued.

what it does as by what it prevents; and, acting upon that principle, if the Bill is carried into execution, the very fact that there would be an inquest would act as a deterrent to anyone inclined to be mischievously disposed towards setting fire to premises.

228. Do you think that the machinery of the Bill is sufficient for the purpose for which it is intended?—I think so in every respect but one small matter; that is with regard to the power to view premises. Clause 8 says that the coroner, or his deputy, and the jury, may enter and view any premises; I am inclined to doubt whether that would justify a surveyor, or anyone whom the coroner might depute, entering the premises; the owner of the property might object to the entry. I think that that might be extended a little further. With that exception I entirely approve of the Bill.

229. To whom would you extend that power?—To any person whom the coroner might authorise; say, "the coroner, and jury, and any person authorised by him." With that exception I entirely concur in the Bill.

230. I do not know whether you heard the questions asked of a previous witness by an honourable Member with reference to Clause 5, as to whether the mere limitation of a verdict to arson was sufficient; whether the jury would find a verdict for arson where the person had only committed an unlawful act and not a wilful default?—I think it well to retain the words as stated. The jury may find that the fire was aggravated by either a wilful or unlawful act; and that would be a matter of record to be sent to the Lord Mayor or other persons, and might be the subject of report, although not amounting to arson.

231. But then the jury might be the persons to bring in a verdict of arson?—Yes.

232. Do you think that they would bring in a verdict of arson against a person who merely committed an unlawful act?—No, I do not suppose that they would; but they would say that, although it did not amount to arson, in their judgment it was wilful or unlawful; they might restrict their verdict to that; so that I think the words should be put in the Bill.

233. You think the words are sufficient?—Yes, if it is arson, of course.

234. Why is this Bill not extended to Southwark, when your functions extend to Southwark also?—I am not responsible for that; it is the Corporation's Bill; it is not my Bill.

235. I suppose the difficulty is, that while the Bill is limited to the City the expenses would come out of the corporate funds, and that if it was extended to Southwark a new element would be brought in, viz., the ratepayers?—Possibly so; most likely.

Mr. Arthur Elliot.

236. You have been coroner for a long time; I should like to ask you as to your inquiries into cases of death; you cannot inquire into the circumstances of every death, can you?—No.

237. But how is it that you are set in motion?—I am set in motion by a report which is forwarded to me in every case; and then I judge whether

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[Continued.]

Mr. Arthur Elliot—continued.

whether it is the subject of an inquiry. If I consider that it is not I decline to hold one.

238. By whom is that report forwarded to you?—By the parish constable; in the City more particularly by the ward beadle, who are the officers for each ward, and who give notice of anything happening within the ward.

239. And you act almost entirely in reference to that report?—I very frequently require further information. Perhaps that report is insufficient or does not commend itself to my judgment, then I send them back to make further inquiries, and having the whole matter before me I decide as to whether I think it is a case for inquiry.

240. Supposing that this Bill was in force would it be anybody's duty to make a report to you about a fire taking place?—I take it that the police would do so as a matter of course; it would be well known to them that an inquiry might be held and they would make a report to me, I take it of course; but they would receive their instructions from the City, and I no doubt should be put in motion by the police who are under the City's control. But supposing I received other information I should not be restricted to the information that the police might give.

241. What is about the number of fires per year in the City of London?—I cannot tell you that.

242. Roughly I mean?—I cannot give you any information about that.

243. Would it be too much to ask that you should receive a report as to every fire that took place in the City of London?—Not necessarily; but I should soon judge according to the report whether it was a subject for inquiry. I must of course be in the hands of my informants in any event.

244. But your informants as to fires are the police, nobody else?—Anyone of the public may give me information upon which I should cause inquiries to be instituted. Supposing that any one of the public were to tell me that there was a suspicious case that ought to be inquired into, I should at once put myself in communication with the officer, the ward beadle, and tell him to make inquiries and to report.

245. Then I should like to ask you a little more as to the wording of Clause 5. This clause says that where there is ground for believing that the fire was caused by an unlawful act or default of any person, the jury may find a verdict of arson against such person?—Yes.

246. Of course you are aware that at present the crime of arson consists in wilfully burning down premises?—Yes.

247. Would not this clause make it legal for a coroner and jury to find a verdict of arson against a person who burnt down premises by neglect, not on purpose?—No.

248. Therefore you would be altering the criminal law to a large extent by that?—No, I think not altering it, rather confirming it.

249. I do not think you quite follow me. The legal offence of arson is constituted by wilful burning down of premises?—Yes.

250. Is it not competent for a jury under this clause to find a verdict of arson against a person if the premises are burnt down, not wilfully, by

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Mr. Arthur Elliot—continued.

some unlawful act or default or culpable negligence?—Then it would be arson.

251. Arson by this Bill, but not by the law of England as it at present stands?—No.

252. I put this question to you; if a man is told off to put out fires at a certain hour before locking up of an evening, if he goes away to give himself a holiday and leaves the fires blazing, may not the coroner and jury come to the opinion that the fire is due to his default?—They could not show that; it does not show that he originated the fire.

253. "Caused or aggravated by the wilful or unlawful act or default" are the words of the clause; we can interpret the words for ourselves; but do you think that it ought to be constituted arson where a man by culpable negligence causes the burning down of premises?—No, I do not agree with that; but I think it right that the jury should have the power of expressing that opinion for what it is worth.

254. They ought to have the power to find a special verdict which would not put a man on his trial for a charge of felony, but stating that the fire was caused by the effect of so and so; that would meet your view?—Yes.

255. You do not wish to put in "arson" specially?—No, only where it is a legal case of arson.

Mr. William Lowther.

256. Is the ward beadle the head of the police, or what is his position?—The ward beadle is the officer of the parish or place for which there is an alderman; he attends upon the aldermen, and in fact is the servant of the ward; he acts generally for the ward.

257. If a fire occurred you would be put in motion by the ward beadle, would you, or by the police?—Or by one of the public; by any of them; or, as the Bill provides, by the Lord Mayor, the Lord Chief Justice, or one of the Secretaries of State.

258. But if a fire occurred, and one of the public came to you and said that he had suspicions about so and so, you would not hold an inquest upon that?—Not without further inquiry.

259. You would make further inquiries yourself, would you?—Not myself, but I should cause them to be made.

260. By the police?—By the police.

261. What is your great objection to Clause 8?—That it does not extend the power or the right of a coroner to call in a skilled witness, such as a surveyor or otherwise, because the owner of the property might object to anyone coming into his premises and say, "You have no authority," unless they had authority from the coroner; and it strikes me that that is not expressed.

262. You mean that the clause does not go far enough?—Yes.

263. You want more power to be given to the coroner; you want it defined?—Yes, so that no question might arise as to an act of trespass.

264. What power has the coroner now of sending in anybody in the case of a death; can he send anybody in to view any premises or place where a death, or murder, or anything of that

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Mr. LANGHAM.

[Continued.]

Mr. William Lowther—continued.

that sort, has occurred?—He has only a general power.

265. You can send them in now, can you?—I do; I should send them in.

266. Without having the power?—I have not had occasion to consider that; no question has ever arisen.

267. But you can send anyone in now, can you?—The police would have power to do so, I take it.

268. Therefore you would move the police to do it?—Yes, I would instruct them to do so.

Mr. Elton.

269. Have you ever gone anywhere in your capacity of coroner without being invited?—No.

270. We were told by one of the previous witnesses that the reason why the Lord Chief Justice's name appeared in the Bill was because he was viewed as head coroner; I thought that you being coroner might tell us what that means; in what sense he is viewed as being head coroner?—The Lord Chief Justice is called the chief coroner for England; I have never known a case where he has interfered in any way; but he has the right to do so.

271. The right to do what?—To hold an inquest on a dead man.

272. Probably that power has not been exercised for a long time?—I do not know that it has ever been exercised.

273. The coroners and sheriffs in old times had jurisdiction over the pleas of the Crown we know, as is shown by the cases you were good enough to put before us?—Yes.

274. And they inquired into Crown rights?—Yes.

275. That is obsolete, is it not?—I do not know that it is. Treasure trove is still the subject of inquiry. I know that in the last few years an inquiry in the case of treasure trove was held at the instance of the Treasury.

276. That would be most interesting; is that held by the coroner?—Yes, and I know that in one case the Treasury threatened to proceed against the coroner if he did not hold an inquest in a case of treasure trove.

277. If he had not done so that would perhaps have let in light as to what would happen to the coroner?—Yes.

278. The custom was, was it not, to try anybody who grew suddenly rich without his neighbours knowing why, for having treasure trove in his possession, which was equal to high treason, was it not?—I do not know.

279. That is an ancient part of your functions; the pleas of the Crown and certain other Crown rights were tried before the coroners and sheriffs?—Yes.

280. You do not know that most of those dealings with Crown matters have become obsolete?—They have fallen into desuetude.

281. Does it not seem to you that probably the Lord Chief Justice's function as Head Coroner applies to that function of attending to the pleas of the Crown, which is obsolete; not as a coroner to view bodies, but as having to sit with the sheriffs to hear pleas of the Crown?—It might be so.

Mr. Elton—continued.

282. Therefore, perhaps, he is not the Head Coroner in the sense in which we have been using that phrase to-day?—It is laid down, I think, in Jervis's Law of Coroners and other books.

283. Perhaps you are going back to that book you mentioned in the Report, Horne's "Mirror of Justices;" we have not had the advantage of seeing that book; we have not got it in the Library?—I read the extract before you came in; it is on page 9 of the Report.

284. I have also seen the book; it contains most extraordinary statements about the law, does it not?—Very general statements.

Mr. Lawson.

285. I believe you stated that you hold the office of Coroner in Southwark and the City by a different tenure?—No, I was elected; it is on election; but they may be separate appointments; that is to say, before my election, it was considered in committee (and I do not know whether it was not brought before the full Court) whether they should be separate appointments; whether there should be a Coroner for London, and a Coroner for Southwark; but that was not carried, and therefore, as heretofore, I was elected Coroner for London and for Southwark.

286. Are you called the Coroner for London; not the City of London?—No, for the City of London and the borough of Southwark.

287. And you hold during good behaviour?—Yes; it is a freehold office and I cannot be removed. It is the same as the office of judge, *quamdiu se bene gesserit*.

288. In the proof of your evidence I see you refer to a letter written by Serjeant Payne, your predecessor in office?—Yes.

289. I see that when he revived the holding of fire inquests, he received a diamond star, towards which contributions were received from fire insurance offices?—No, from the general public, including fire insurance companies.

290. Have you formed any opinion with respect to extending the provisions of the Bill to the Metropolis outside the City?—I think it is very desirable; I think that the same reasons that apply to the City would also apply outside the City.

291. You think, of course, that the coroner should be the person entrusted with the function?—Yes, he has all the machinery ready for it.

292. The coroners in the Metropolitan area are paid by salaries, I believe?—Yes, and so it is in the City.

293. In the County of Middlesex the coroners are under the Local Government Board, is that so?—No, they are paid by the justices and sessions.

Chairman.

294. By the county?—Yes.

Mr. Lawson.

295-6. With regard to the metropolis outside the City, how do you think that the cost could be borne where there are no surplus funds such as there

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Mr. Lawson—continued.

there are in the City, out of which to provide for it?—I take it that it would come just the same as the other expenses of the coroner, his salary and disbursements that he makes; I mean disbursements for the payment of witnesses and doctors, and so on.

297. That is to say, it would be provided out of the county rate?—Yes. For instance, in the case of an inquest upon the death of a man, if you call in a medical man, if there is a post-mortem the fee is two guineas. Those disbursements amount to a very considerable sum; that is paid out of the county rate, together with the salary.

298. You would not be prepared, in the present position of affairs, to include Southwark for the exercise of these new functions; that is to say, the City would not be prepared to do so without some contribution being made by Southwark?—That is a matter with which I have nothing whatever to do. I am paid my expenses by Southwark; and they also contribute towards my salary some small sum, 95 l. a year.

299. Do you yourself expect any increase of salary if these new duties are put upon you?—I should place myself unreservedly in the hands of the Corporation; they always deal liberally and fairly with their officers, and I have no doubt that they would do the same with me.

Mr. Woodall.

300. In the case of a fire arising involving loss of life you make a full inquiry, do you not?—Yes.

301. In instituting that inquiry have you power to enter upon the premises?—No, the police enter upon the premises.

302. You have spoken of the insufficiency of the powers proposed to be given you under Clause 8 of the Bill?—I do not say that they are insufficient; I only say that to make it quite sure some words might be added.

303. But what would happen supposing a death to arise from a fire which was the subject of inquiry, and supposing that you thought it necessary to commission a competent surveyor to make a complete investigation and to report upon the premises; would you have power under the existing law to do anything of that kind?—I should do that.

304. Then you merely mean that, supposing the inquiry to be into the cause of a fire that did not involve loss of life, you should have at least equal power?—Quite so.

305. You have told us that before this decision of the Queen v. Herford, in the Court of Queen's Bench, the practice of inquiring into the cause of a fire had fallen into desuetude for other reasons?—Yes.

306. And among those reasons was the unremunerative character of the task; you have told us that the duty of coroner was, up to a certain time, a gratuitous one?—Yes.

307. When was the remuneration fixed?—The 25 Geo. 2 was the statute which fixed 1 l. for every inquest held upon the death of a man, and also deaths happening in prison; then that was extended, and a further fee of 6 s. 8 d. was given by the statute in the last year of Will. 4, and the first of Victoria.

0.65.

Mr. Woodall—continued.

308. Was the coroner entitled to any such fee excepting where a death occurred?—No.

309. But notwithstanding the fact that there was no payment, inquiries did, to a certain extent, continue to be made up to 1860?—Quite gratuitously, and at the instance and instigation of the neighbours. For instance, in Serjeant Payne's case I know that they were inquiries for which he had no remuneration whatever; and I have no doubt that in the case of Sir John Humphreys it was the same.

310. Did I not gather from you that in the Metropolitan area, Westminster, for instance, the coroner was paid by salary and not by fees?—Yes.

311. Was there any difference then in the practice of those coroners who were paid by salary and those who were paid by fees?—The coroner of Westminster, to my belief, never held an inquest into a case of fire; I do not know that he was ever called upon to do so. He would, of course, be able to answer that himself; but to my knowledge he never held an inquest in a case of fire.

312. But you have not answered my question. Can you say whether there was, in fact, a difference in the practice of those coroners who were paid by fees and those who were paid by salary with regard to inquests into the cause of fire?—We are all paid by salary.

313. Partly by salary and partly by fees, are you not?—No, we are all paid by salary now.

314. Since what date has that been the case?—I forget the date; but there were questions constantly arising between the magistrates and the coroners for the different counties as to the meaning of the words of the 25 Geo. 2 as to what was an inquest duly held, as to the word "duly." The consequence was that in every case they called upon the coroner to state why he held this, that, or the other inquest. That created considerable friction and annoyance to the coroners and personalities from the justices; and it was in order to get rid of all that that the Act was passed in which the late Mr. Wakley and Mr. Cobb, the Member for Oldham, took a leading part, putting an end to this continued friction by the payment of a salary in lieu of payment by fees. With regard to the thing falling into desuetude, that had happened for many years before our memory.

315. But you think not merely on the ground that there was no payment for the task?—No, I think it was more from indifference as to what the law was; there was no one to call attention to that.

316. You have referred to the particular case of an inquiry which was ordered to be made into a case of treasure trove; would there be any fee in that case?—Not any; that would be like the case of a fire, perfectly gratuitous on the part of the coroner.

317. What do you think would have been the general course of events in the country supposing that we could dismiss this particular decision in the case of the Queen v. Herford; do you think that it would still have been held by coroners that their duty was to inquire into cases of serious fire?—I believe so; I believe that the risk that they

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Mr. LANGHAM.

[Continued.]

Mr. Woodull—continued.

they ran in consequence of that decision prevented their continuing to hold them.

318. You appear to have been at one time under the impression that it was the practice in Northumberland even at the present time, or recently, to institute such inquiries?—I think I have seen, though I cannot put my hand upon it, that it has been so stated, and I took the trouble to write to one coroner, as I stated before, and he says that such is not the fact, that no inquiries are made in Northumberland.

319. But although no such practice prevails in Northumberland, you know that over the border such inquiries are now systematically made?—That is by the Procurator Fiscal; but he inquires there, as he does into other matters, and sends them on to the Lord Advocate.

320. Then the passing of this measure for the City of London will naturally be an important precedent for the country in general?—No doubt.

321. And you would regard it merely as a revival of the ancient law, which could be carried out generally in the country without involving any very serious additional charge?—I think so.

Mr. Elton.

322. Just that we may have the facts, so far as they are known, I will ask you whether you know when the practice of holding fire inquests began, which ended in 1860?—I believe Serjeant Payne's letter was the foundation for that. I sent it round to all the coroners in England and Wales, and I know that the result of that was many inquiries were held.

323. Then, in Serjeant Payne's lifetime, or, at any rate, after he wrote that particular letter, the

Mr. Elton—continued.

practice began which came to an end in 1860?—Yes.

324. Now, with regard to the judgment in 1860, did not the Courts state that no such practice had gone on prior to Serjeant Payne's letter since the fourth year of Edward I.?—I cannot call that to mind.

325. The Lord Chief Justice points out that such a fact has not been known ever since the fourth year of Edward I. until it was revived by Serjeant Payne; that is rather a long time. Have you any information as to what the practice was before the fourth year of Edward I.?—No, certainly not.

326. Then, does not the decision practically come to this, that Serjeant Payne's practice had never had any lawful existence at all?—I cannot say that; it had fallen into desuetude.

327. But you have not shown us when it was ever exercised before Serjeant Payne's time; we want you to give us a point of time when it was exercised before it could have fallen into desuetude. I thought you had some instance, because a thing cannot fall into desuetude unless it has had a beginning, and I read you the case to show that there never had been such a case at all?—I cannot say.

Mr. Woodall.

328. But is not the statement in the judgment quoted by Mr. Elton rather contrary to the answers you have given to my inquiries; did I not understand you to say that up to 1860 to a certain extent the practice of holding inquests into the causes of fire did prevail?—Only between 1851 and 1860; that is, from the time when Serjeant Payne revived it by looking up the law.

Mr. GABRIEL PRIOR GOLDNEY, re-called; and further Examined.

Chairman.

329. YOU have a statement, I understand, which you desire to make to the Committee?—I wish to say that the Commission of Sewers is constituted by the principal Act of 1848, and a small amending Act of 1856. The Commission is a very limited one, and it is only for the "ordering, designing, making, enlarging, widening, deepening, raising, altering, removing, repairing, cleansing, and scouring of all common sewers, drains, and vaults, and" (the ordinary paving works) "of paving, cleansing, and lighting the several streets," and so on, within the City. Those powers are vested in the Commission, which Commission is annually appointed. There are certain *ex-officio* members, like the Recorder and the Lord Mayor; but, putting those apart, the Commission is appointed annually by the Court of Common Council. Each of the wards of the City, 26 in number, select among themselves (that is an arrangement of the wardmotes), who shall be the Commissioners. It is perfectly true that, at all events in modern times, and I believe with only one or two particular individual exceptions, since 1848, the Court of Common Council has always appointed common councilmen on the Commission; and the reason is obvious. Everything in the City goes by annual election, and if the Common Council were to appoint people not sub-

Chairman—continued.

ject to annual election, as are common councillors, there would be no direct control over the people so appointed; and it is the universal practice, you may take it, to appoint common councillors who are subject to annual election. And, as a matter of fact, when the elections come on, which they do, on the same day, the 21st of December, the Commissioners of Sewers are very considerably called over the coals, always in their own wards, with respect to their action, and their expenses, and so on.

330. We do not want to go into any detail, but have they only the power of rating for the specific things mentioned in the Act?—Yes. With regard to surplus income, we have no surplus income in the City; we have only the income out of which, among other things, we maintain both the civil and criminal jurisdiction; we pay our own judge and prosecution expenses.

Mr. Lawson.

331. Is any money ever paid out of your corporate income for the purposes specified in the Commission?—Do you mean as a distinct thing, so much a year, in relief of the paving rate, or anything of that kind?

332. No; for the purpose of paving, draining,
or

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Mr. GOLDNEY.

[Continued.]

Mr. Lawson—continued.

or any of those purposes mentioned in the Act?—No, not directly, I suppose.

333. You do not know, perhaps?—Indirectly for street improvements large contributions are given, and, indirectly, a great deal of relief is afforded.

Captain EYRE MASSEY SHAW, called in; and Examined.

Chairman.

336. I NEED hardly ask you, you are the Chief Officer of the Metropolitan Fire Brigade?—I am.

337. And you have given great attention in former times, as well as now, to the causes of fires in London?—I have.

338. I suppose, during the time you have occupied that post, you have frequently found the public talking of the necessity for official inquests in regard to fires?—Yes, after almost all large fires.

339. Both the public and the newspapers seem to think that investigations ought to be made?—Yes, they do.

340. What has been the result of all this; has any action followed upon the growls that occasionally came after a large fire?—Until now I am not aware of any practical action having been taken in the matter.

341. Have you formed any decided opinion upon the advisability or the inadvisability of having an inquiry into each case of fire?—I think that it would not be desirable to have an inquiry into every case.

342. But do you think that it would be desirable to have inquiries into suspected cases?—I certainly do.

343. Under the present state of the law, is not the question as to whether a fire is a wilful fire or not left very much to chance?—It is left very much to my inquiries; and as I have no power to inquire beyond a certain point, unless something obvious turns up, we are unable to do anything.

344. You have no power to call a suspicious person before you, and to examine him upon oath?—Not any.

345. Do you think that under these circumstances a criminal may escape, and frequently does escape?—Certainly I do.

346. And that suspicious fires exist without any full inquiry into their nature?—Yes, that is the case.

347. What duty do you impose upon your brigade officers in inquiring into the cause of fire?—We take every possible pains to discover the cause; we question and cross-question everybody who is good enough to give us information; and in a vast number of cases we get at the truth just as well as a public inquiry would do. But as we have no power to call suspicious persons before us there is no doubt that these people keep out of our way.

348. I think you have stated in the Report to the Gas and Water Committee that you find that about 80 per cent. of the causes of fires are fairly assigned, but that 20 per cent., about, are

0.65.

Mr. Woodall.

334. The hydrants, for instance, were provided out of the funds of the City?—Yes, and not out of those funds.

335. But they might have been a proper charge upon the rates?—I do not think that they could have been; an analogous thing might have been.

Chairman—continued.

unaccounted for?—That is about the case, and is still about the proportion.

349. In a table which you gave in Appendix No. 11 to the Select Committee in 1867, you showed that the unknown causes of fire were increasing very largely; that the per-centage, which was only 11·8 in 1833 of unknown causes of fire had increased to the large per-centage of 43·6 in 1866?—Yes, that was the case at that time.

350. And since then it has been going backwards, and you are getting better knowledge?—It is now about 20 per cent.

351. It is reduced to about one-half of what it was in 1866?—Yes.

352. There are many cases where it was about 40 per cent. for the last 10 years before 1866?—Yes.

353. What do you think that originates from; is it from a more thorough inquiry on your part and on the part of your officers into the causes of fire, or is it that formerly there were more fires due to incendiary causes than there are at present?—No; I think it is chiefly due to the better education of my officers, and to their being more skilled in getting out this information without actually forcing it from the people; in point of fact, the people are more ready to give us information now than they were 20 years ago.

354. I daresay you recollect that the Committee of 1867 recommended that there should be an inquiry into every case of fire; first, by the police, and then by the police reporting to the coroner, who should then make an inquiry; do you think that the expense of that would be very great indeed?—Yes, I do; I think that the expense would be overwhelming; I mean if it were followed by an inquest.

355. How many fires in the year are there in London?—A little over 2,000, roughly, in the year; last year there were 2,363.

356. Within the metropolitan area, I mean?—Yes, within the metropolitan area.

357. I think you stated in this report that, if followed by an inquest, the moderate cost of 50*l.* for each inquiry would produce an annual expenditure of more than 100,000*l.* a year, which nearly equals that of the existing fire brigade; you do not think that it would be desirable, therefore, to make an inquiry in each case?—No; I think it would be most undesirable, for many reasons.

358. Amongst other reasons, do you think it might be objectionable to expose the private affairs of persons in whose premises a fire has

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Captain SHAW.

[Continued.]

Chairman—continued.

taken place, where there is no cause to suppose that it was an incendiary fire?—Yes, I do.

359. Would you have an inquiry into the 20 per cent. of unknown causes, or only into those of the 20 per cent. of which there was a strong suspicion that there was a felony?—Only into those in which there was suspicion.

360. You would leave the unknown causes to be judged of by the police and the coroner?—I would, as at present, and by the Fire Brigade.

361. I think you state here that from 1845 to 1850 there were 71 fire inquests held, with the result that nine fires were found to have been wilfully caused, 34 to have been accidental, and 28 cases in which the jury could come to no conclusion?—Yes; that was what I stated. There is a little more in that same paragraph, I think, of interest.

362. In four out of the nine cases the persons implicated, I think you said, were prosecuted?—Yes, that is so; and in only one was there a conviction; therefore the result was wholly incommensurate with the expenditure.

363. Have you read over the present Bill?—Yes, I have.

364. And do you think that that removes any of the hindrances which you had formerly to an investigation being made?—Yes, I think it is an admirable Bill.

365. You think that it will not cause inquests where it is not desirable that there should be inquests, on account of private affairs, and that it may produce much public good by eliciting felonious cases of fire?—Yes, I do.

366. As a deterrent, do you think that it will be advantageous?—I think that it is of great importance. At the same time I think that some restriction should be placed upon it.

367. Restrictions upon the present Bill, do you mean?—I think that no official person who moves in it should obtain any beneficial result from it; I mean if the coroner is paid by fees there should be some other person to move in it, and not the coroner; I am speaking of general principles. Where the coroner is paid by salary I think it is an admirable Bill.

368. Would you be prepared to extend the Bill to the whole of the metropolis?—If that difficulty could be removed I certainly should be.

369. Is it not the case that even at present all the county coroners who have to deal with the metropolis are paid by salary?—I am not aware; my impression is the other way; but I am not really an authority upon that point.

370. However, if there was a good government for London, and London was a separate county, with the metropolitan county coroners paid by salary, you would like to see this Bill extended to the whole metropolis?—I would.

371. When you said that nobody should move in the matter who had a pecuniary interest, would you prevent the insurance offices from giving the information that was required?—By no means; I should encourage them in every way to move in the matter. I merely meant that public officials ordering an inquiry should not have a pecuniary advantage to gain from doing so.

372. Do you happen to have any return, or

Chairman—continued.

the means of obtaining a return, of the proportion of unknown causes of fires in uninsured houses and insured houses?—It is a return that that I do not keep, but I could get it out in a very short time, perhaps in a few days, for one or two years.

373. Have you any reason to believe that in insured houses there is a greater proportion of fires from unknown causes than in uninsured houses?—No, I do not think so at all.

374. There would be no stronger motive for an incendiary to burn down an uninsured house?—I do not know that there is. One hears of that sometimes, but I never see it proved to my satisfaction.

375. Of course there may be a strong pecuniary motive to burn down an insured house?—And also an uninsured house in the case of malice; a still stronger motive than in the other case.

Mr. Arthur Elliott.

376. Your view is that it would be entirely unnecessary that an inquest should be held in every case of fire?—Yes, that is my opinion.

377. Would it not be desirable in every case where property has been destroyed by fire that the matter should be brought before the coroner with a view to his considering whether an inquest should be held or not?—I see no objection, but, on the other hand, I see no benefit.

378. Do you mean that somebody else does the work?—There is a great deal of foolish suspicion about fires, I think. The coroner would have a formal report from some busybody in every case, which might induce him to hold an inquest from which there would be no result at all in proportion to the trouble, time, and money expended.

379. Fires in the City of London do not average two per week all through the year, do they?—I have just made a return which perhaps the Chairman of the Committee will allow me to hand in, bringing it up to this date, which I think is different from what I heard stated a few minutes ago. I have written it down since I came into the room from a note I brought with me (*handing in the same*). The table is as follows:—

“Fires in the part of the Metropolis specially known as the City.”						
1883	-	-	-	-	-	192
1884	-	-	-	-	-	214
1885	-	-	-	-	-	172
1886	-	-	-	-	-	145
1887	-	-	-	-	-	175
1888 (1st quarter)	-	-	-	-	-	35
Total						933

These figures do not include chimney fires.

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Eyre M. Shaw.

Chairman.

380. Perhaps you could explain from some other area the difference between your return and this statement, which has already been handed to us, which gives about 90 fires a year?—I have seen the return to which you allude for the first time while waiting to give evidence, and

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[Continued.]

Chairman—continued.

and I do not know where it has come from; I cannot explain it; I know nothing of it. This return, which I have handed in, is correct up to the 31st of last month, inclusive. I think there must be a mistake somewhere in that other return; I think something must have been omitted.

Mr. Arthur Elliot.

381. I quite agree about there being no necessity to hold inquests in every case, but that the officer should form his own opinion upon the necessity of investigation would surely be desirable. You are aware of the Scotch practice: that the procurator fiscal in every case ascertains whether an inquiry should be held or not; he would not hold his inquiry unless something made it necessary?—In that sense I do not see anything objectionable in it, but it would be giving a great deal of trouble.

382. In a case of homicide a coroner frequently has to inquire into cases where he never holds an inquest, has he not?—I would see no objection to that.

Mr. William Lowther.

383. Do you find that in those cases where a fire has proceeded from malice there has been very great care in concealing the way in which the fire was begun?—Yes; in many cases there has been such care that we cannot discover it; and the imputation of malice becomes merely a suspicion.

384. If such people knew that there was sure to be an inquiry after it, they would be even still more careful in concealing the fact, would they not?—I think so.

385. And it would be still more difficult to discover it?—Perhaps; but I think also that it would deter people from attempting it if they knew that there must be an official investigation.

386. And you do not think now that it would be desirable to hold an inquiry in cases where there have been small fires which have been put out, but which might have led to very large fires?—I think that each of those cases should be dealt with on its own merits. Certainly there are some cases in which that ought to be done. For instance, in very valuable property like one of the large dock warehouses, if you had a small fire, say once or twice a year, it would be a subject for investigation, a very serious subject.

387. But without its being repeated, if there was only one fire you think that that would not be necessary?—Not unless there were some circumstances arising to cause the investigation.

Mr. Elton.

388. No doubt you can tell us something with regard to a question that the previous witness could not answer. Do you find cases of persons causing fires for the purpose of getting a reward for giving the information that the fire has broken out?—These rewards have long ceased in London. Formerly it was supposed that people did that for rewards, but there were very few cases of it proved.

389. How long has the practice ceased of giving rewards?—Three or four years; I am not quite sure of the time; although it was my own 0.65.

Mr. Elton—continued.

doing, I cannot recollect the time exactly; but it was about June 1885.

390. With regard to the suggestion that was made that notice might have to be given to the coroner of a fire having taken place, I understand that you are against that suggestion?—Not altogether in the sense that the honourable Member implied. I see no reason why the information should be kept back from the coroner, who has to be the ultimate authority in deciding whether an inquiry is to be held or not; I think, on the contrary, that it should in some way come before him.

391. As a general rule it would come before him by common reputation; the existence of a fire is a matter of common reputation, is it not?—But I do not think that it would come to him except through some official source.

392. It would come through the daily sources of information, would it not?—But then that would be too late. It is very important, if these investigations are to be held at all, that they should be held at once.

393. If you are favourable to the suggestion, would you have an enactment that every householder in whose house a fire took place should give notice to the coroner, or would you leave it to the good feeling of the citizen?—I would leave it to the police and the fire brigade.

394. You would not impose the duty of giving notice to the coroner on anyone except what I may call official persons?—That is so.

395. Because you would find it almost impossible to enforce the duty of giving information?—Yes.

396. There used to be the duty (I do not know whether it is so now) of telling when your chimney was on fire?—It was not exactly the duty of telling it, but there was a penalty for not telling it.

397. I suppose people did not send the notice?—No, they concealed it.

398. Were they usually caught and fined?—They concealed a chimney fire, and they do still, so far as that goes.

399. But in a good many cases they are caught and fined? Yes, in a good many cases.

400. And in a great many they are not caught?—And in a great many they are not caught.

Mr. Lawson.

401. In your statement you say that between 1845 and 1850, when special inquests were held, the cost was very large and the result was very small; of course you have no personal knowledge, but have you any means of knowing why the results were so small?—None whatever; but the records which I have collected on this subject show the correctness of that paragraph from which I have just read.

402. What is the basis upon which the return of fires is drawn up, such as we have here, and such as you have given us; does it include chimney fires?—No; I have specially stated in the paper which I have put in "these figures do not include chimney fires."

403. Where is the limit drawn; does it include all fires, exclusive of chimney fires?—Yes, all fires, exclusive of chimney fires.

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404. Referring

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Captain SHAW.

[Continued.]

Mr. Lawson—continued.

404. Referring to a question of the Chairman's, I suppose that in very many cases where inquiry is suggested it may be alleged that private affairs made it inconvenient that there should be an inquest?—Yes.

405. How would you draw a line and say, here private affairs are sufficiently grave to warrant no interference, and there they are simply put forward as a pretext to screen offenders?—I do not think I should be the person to say how that could be done; I do not really know myself; I only put it as one of the objections which we know to exist. In some of the large dock fires, in waterside warehouses, we know that the occupiers of those premises are absolutely agents for every article in their wharves; they are not the owners of anything; and those persons have a great interest in concealing fires as long as they possibly can conceal them. Very often I am called to a warehouse which is completely alight from end to end, and I know a day or two afterwards that there were persons in those premises who knew of it half an hour, and sometimes an hour, before the fire was declared. I know that that is caused by those persons having a great interest in concealing the fire because they are afraid of the results of investigation.

406. You have no suggestion to make on that point, I suppose?—No, except great discretion on the part of the coroner, and of every other authority.

Mr. Woodall.

407. Do you remember the inquiry which was made in this House by the Select Committee in 1867?—Yes; I gave evidence before it.

408. Do you remember that that Committee agreed among other recommendations to certain suggestions with regard to the construction of buildings, &c., that is to say, with regard to the importance of making fire-proof partitions, and fire-proof floors, and so on?—Yes.

409. Can you tell us how far those recommendations have been acted upon?—In the form in which they were presented by that Report they have not been acted upon at all; but at various times since then there have been amendments to the Building Acts for London, and portions of the suggestions thrown out by that Committee have been adopted.

410. Within the past 20 years do you think that there has been any very considerable improvement in the general construction of buildings

Mr. Woodall—continued.

tending to prevent fires?—No, I cannot say that there has been. I think that there has been some improvement, but I should not say any very considerable improvement.

411. On the other hand, do you think that there has been any very considerable increase in usage of insurance against fires; any considerable extension of fire insurance business?—I think it has been very largely increased; I think the reduction of the duty on policies has made a very great difference.

412. You have told us that there has been a remarkable reduction in the number of unexplained and equivocal fires during the same time?—Yes; they were 40 per cent. formerly; and there are now about 20 per cent. of unknown causes.

413. Do you think that that reduction has been explained to any material extent by the improvement in the construction of buildings or in greater prudence shown by the practice of fire insurance?—I do not think by either the one or the other. I go about my inquiries now in a very different way from what I did 20 years ago; and I think that people are more ready to give information than they used to be.

414. We may take it that there has been something also attributable to the increased efficiency of your corps?—I think so.

Mr. William Lowther.

415. Do not you think that there have been more precautions now taken in building houses in the way of laying on water?—I cannot say that I think so.

Chairman.

416. Do you think that it would be a burden or a difficulty if the duty was imposed upon the police and the fire brigade of making a return of the fires, when they have occurred, to the coroner?—Not at all; it would be no trouble whatever.

417. Leaving it to him to call for information from the police or fire brigade as to the causes?—I think it would be no trouble whatever.

Mr. Lawson.

418. It was suggested by one of the City witnesses that there might not be the same public confidence in a coroner outside the City as in the City coroner; would you feel confidence in the Middlesex coroners outside the City?—I do not think I could answer that question.

Mr. W. C. SIMMONS, re-called; and further Examined.

Chairman.

419. CAN you give us any information with regard to the difference between the figures in the table which you handed in and those in the table which has been handed in by Captain Shaw as to the number of fires in the year?—I was rather astounded to find that our figures did not agree, and I could only suppose that they were derived from a different source; it struck me that it might be the case that the police reported to us, and that our figures were not taken from the

Chairman—continued.

returns of the Metropolitan Board of Works. I happen to have one of the police reports by me; it is a mere accident that I have it; it shows, so far as it goes, the correctness of the figures which are stated in our Return. This Report is for the year 1882 (*hunding in the same*), and you will find that it agrees with the statement which I handed in.

420. This is a Report from the police, you say?—Yes; from the police reporting to the City authorities,

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Mr. SIMMONS.

[Continued.]

Chairman—continued.

authorities. Why the figures in the two statements should differ I cannot tell.

421. The fire brigade have a more microscopic view of the operations than the police, have they not?—But the police ought to be present at every fire the same as the firemen. I shall bring the matter before the Fire Committee, who will investigate why the figures should differ. You will notice that in the year 1882 we give the number as 96, and that the

Chairman—continued.

printed report which I have just handed to you gives the same number.

422. But Captain Shaw did not give the figures for 1882; he gave them from 1883 onwards?—But that report which is for 1882 is the only one that I happen to have with me, and that, as I stated, is merely here by accident.

423. Perhaps you will find out where the difference lies, and give us an explanation of it?—I shall be very pleased to do so.

Mr. EDWARD H. MANNERING, called in; and Examined.

Chairman.

424. You are the secretary of the Sun Fire Office?—I am.

425. Are you acting chairman of the Fire Offices Committee during the absence of the fixed chairman?—Yes; the managing director of the Sun Fire Office is chairman of the Fire Offices Committee; but at the present time he is absent in America, and I am taking his place.

426. And you are the chairman of the London Salvage Corps?—Yes.

427. Does not that committee represent the principal fire offices in the United Kingdom?—You may take it that it practically represents the whole of them, although one or two do not belong to it.

428. Are you, therefore, aware of the general feeling of the fire offices throughout the kingdom on all questions in regard to fires?—Yes.

429. Have you considered the Bill which has been introduced to Parliament by the Corporation?—Yes.

430. What is your opinion with regard to that Bill?—I think that it is a very good Bill.

431. Do you think that it would receive the support of the fire insurance companies in London?—We are scarcely asked to support it; we give our opinion upon it as experts in the matter. We think that it is a good Bill for the purpose for which it is designed, and from our knowledge on the subject we think we are entitled to express our opinion in that way.

432. From the experience which you have of fire insurance offices, do you often come to the conclusion that a fire must have originated from felonious causes?—Not often, in comparison with the number of fires that occur, certainly; but a small portion of the fires that occur are of a suspicious character.

433. Of the 20 per cent. of fires in which the causes are unknown, as Captain Shaw has stated, do you think there may be some percentage in which the fires are owing to felonious causes?—Certainly.

434. Is it the duty of the fire offices to make inquiries in the interests of themselves or of the public as to the causes of fire?—No; it is not their duty in the interest of the public; but of course we inquire into the causes of fires in which we are interested, to see whether anything comes out of the investigation which would justify us in refusing to pay the claimant.

435. Is it not the fact that you, like similar associations, are very unwilling to contest a claim unless it is a very clear case of fraud?—Natu-

c 65.

Chairman—continued.

rally so. We do object to contest them unless the case is very strong indeed.

436. Your disposition is rather to pay than to contest?—Certainly.

437. Are there any other advantages which you think would result from the Bill, such as causing inquiries to be made with regard to faulty construction of buildings, and undue hazard in the storing of goods, and matters of that kind, which would be elicited by inquests, and which it might be advantageous to the public to know?—I certainly think so. There is no doubt that many fires are increased in their extent through faulty construction of buildings, and also through indiscriminate storage of goods. These causes might be inquired into by the coroner, and might seem to be so serious that when they came to the knowledge of the authorities they might think it expedient to promote legislation on such subjects.

438. Do you think that there has been an increase in the number of fires since the establishment of fire insurance?—Certainly; there was a motive directly. People got insured, and burned their houses down to get paid, if they were so disposed.

439. But, as a statistical fact, have fires increased in number in proportion to the population or in proportion to the number of houses since the establishment of fire insurance?—That is a large question. It is over 170 years since insurance commenced; but I think you might say that of late years the number of felonious fires has rather decreased. I agree with the previous witnesses as to that.

440. In the year 1845, taking all the fires throughout the country, there was one fire to 2,990 people; that is 3,000 people, practically, and one fire to 395 houses; in 1865 there was one fire to 1,900 people, and one fire to 250 houses; that shows that at that time there was a very considerable increase both as regards population and houses?—Yes.

441. Do you know what has been the result during the last 20 years?—No; I have not taken out those figures. I do not know where those figures came from.

442. They are taken from the Report of the Select Committee in the year 1867; I suppose you have not a strong opinion that it would be desirable for the fire insurance offices to contribute to the expenses of an inquest?—On the other hand, I have a very strong opinion that we should not contribute anything at all.

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443. Why?

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Mr. MANNERING.

[Continued.]

Chairman—continued.

443. Why?—The reason is this: we are merely commercial bodies who insure risks as we find them, and charge such premiums as we consider commensurate to the risks that we run. We have nothing to do with the means by which those risks are increased or reduced; we take care of ourselves. If through these inquiries fires are reduced in number and in extent, we shall have to reduce our premiums accordingly; that is our position.

444. Would you think this a fair analogy: that as life insurance offices are not bound to contribute to the sanitary rates of towns, although it is true that those sanitary rates diminish deaths very much, and benefit their establishments, in the same way you are not called upon to contribute for public purposes towards inquests in the case of fire?—That is exactly the position that we take; we consider it an analogous position.

445. Do you think that the coroner's court is the best court to which to give an inquest in the case of fire?—It seems to be the court at hand, the cheapest and most ready for the purpose.

446. And being a movable court, it has some advantages in that respect over the police-court, which is immovable?—Distinctly so.

447. Would you suggest the institution of any machinery by which the knowledge of suspicious cases of fires should be brought to the coroner's attention?—I think that something should be introduced into the Bill for that purpose.

448. Is it your opinion that the City police should so act?—Yes; it seems to me that as the City police are under the command of the City authorities, and as the coroner is also their officer, it would be the natural course for the City to instruct their own police to report to the coroner all cases in which they thought it desirable that an inquiry should be made.

449. Do you think that that is sufficient, because in the table which the City has given to us they put the number of fires in the year at 90, whereas Captain Shaw tells us that the number is 175 and upwards; so that it appears that the police only find out one-half the number of fires?—But the police know of all the fires; I do not know how that mistake occurs. The police, perhaps, give some consideration to the size and extent of a fire.

450. Do you not think the fire brigade as important a body to give information as the police?—Certainly.

451. Do not you think that in the case of any suspicious circumstances coming to the knowledge of insurance offices, they ought also to communicate the information to the coroner?—We do not ask for that power.

452. Do you not think it an equitable thing that you should do so?—We are quite satisfied with the public authorities, either the fire brigade or the police, who would be on the spot before we could come, and would know about the matter first.

453. But circumstances may come to your knowledge which would not come to the knowledge of either the police or the fire brigade; would it not be your duty in that case to communicate them to the coroner?—Yes, of course, we could easily do that; we do not want the

Chairman—continued.

power of an Act of Parliament to do that; there is the coroner, and if we have anything to tell him we could tell him just as any other members of the public could.

Mr. Arthur Elliot.

454. You think that it is the duty of the police to report every case?—No; every suspicious case.

455. By requiring that do you not make the police the authority to decide whether an inquest should be held rather than the coroner?—No; the police would have to bring the facts before the coroner, and it would be for him to judge whether the police are right or not.

456. But you say the police are only to give information to the coroner of every suspicious case?—Yes, because they are on the spot, and know what has occurred.

457. But if there were three or four cases of fire in a week, and if the coroner is the person to decide whether an inquest should be held, why should not notice be given of every fire by the police as a matter of course?—It seems generally inexpedient to communicate with the coroner in every case of fire, because in many cases the cause is simple enough.

458. But there might be occasion for holding an inquest where there was destruction of property; that is not a thing that should occur; it is not like death; death must occur?—With regard to fires in the City, it is the simplest thing for the coroner to have the daily return of fires issued by the Metropolitan Board of Works.

459. But supposing that a fire takes place to the knowledge of the police on Monday, they might report it to the coroner on Tuesday?—But the coroner will get the report from the Metropolitan Board of Works the same morning. The simplest thing would be for the coroner to receive the report of the Metropolitan Board of Works every morning.

460. I do not know that there is any use in inserting another authority between the police and the coroner. I understood you, in answer to the Chairman, to suggest that some authority should move the coroner to institute inquiries in certain cases; was not that so?—Yes.

461. Therefore you would leave it to the police to decide as to whether an inquest should be held?—Yes, because the Bill does not provide for anybody moving the coroner except some high officials who would know nothing about it.

462. I agree with you, so far, that the Bill requires amendment in the way of bringing fires to the notice of the coroner; would not your view be rather that having been done the coroner should be left entirely free to decide whether an inquest should be held?—Yes, I take it that it would be within the discretion of the coroner whether he acted upon the information supplied by the police.

463. It would not be desirable that the police should have the power to take upon themselves to say there were no suspicious circumstances whatever?—It would not.

464. Therefore they should report cases to the coroner which, perhaps, in their own opinion were not suspicious?—Which may not turn out to be suspicious.

465. That

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Mr. MANNERING.

[Continued.]

Mr. Elton.

465. That is to say that either the fire brigade or the police should report every case to the coroner?—My original view was that they should report every case which they considered suspicious.

466. That makes the policeman a sort of judge of first instance as to what is suspicious?—When I speak of the police I mean the superior officials; I do not mean the ordinary policeman.

467. You would suppose that the simple constable would report every fire to his superior?—Yes.

468. And then the superior officer would judge whether it is a suspicious case or not?—I suppose that eventually it would get to the Chief Commissioner of Police in the City. I should take it that the City authorities would require it to go from them to the coroner.

469. That might be so in the case of the police; but in the case of the fire brigade the report would come to the coroner without going through all those five or six official stages?—It would come from the chief officer of the fire brigade, in the same way I imagine.

470. That would be a much simpler thing, would it not?—Just as it would go to the Chief Commissioner of Police in the one case, so it would go to the chief officer of the fire brigade in the other through the fireman, the superintendent, the chief engineer, and the several grades.

471. I do not know how that may be; does every report from the fire brigade go through all the officers in that way?—Captain Shaw could, of course, give the best information on the point, but I imagine that it naturally goes from one to another until it reaches the chief officer.

472. Which is it that you think: that there ought to be a discretion in the matter of reporting fires, or that the coroner should be told of every instance, with such remarks as the persons like to offer to him?—The coroner should exercise his discretion from the facts that are laid before him.

473. But he ought to know of every fact?—He ought to know of every suspicious fact.

474. That is to say, he ought only to know of a fire which is suspicious in the minds of other people; but we want to know how suspicion is to arise in the coroner's mind?—He can only get at that from the facts which he derives from others.

475. But if every fire was reported to him with the information about it, then he would judge as to which were the suspicious ones; whereas, if he is only made aware of those which are selected by the police or by the fire brigade, there may be the omission of a case which the coroner would consider suspicious though the other people did not?—Yes; they might report the facts, of course.

476. You have stated that there is no difficulty in insurance companies making any communication already; that they do not want to be enabled to do so by Act of Parliament?—I should think that they are quite able to do it.

477. And that it would be no advantage to them to get the privilege of making the communication that they considered that Mr. Jones had committed felony?—No, we should not put it in that way.

0.65.

Mr. Elton—continued.

478. But it is as well to take the extreme test?—I think that our course would be to state the facts to the coroner, and leave him to judge whether he thought the facts sufficient to justify an inquiry.

Mr. Lawson.

479. Supposing that the police were made the judges as to suspicion in cases of fire, the Commissioner, of course, would only judge by hearsay from the statements put before him by the constables?—Certainly.

480. He would, therefore, be in no better position than the coroner?—Excepting that generally, I take it, an inspector of police would be on duty at the time.

481. But then the Commissioner would only hear from the inspector?—That is so.

482. And the coroner could judge just as well as the Commissioner, of the circumstances; he would simply have the statement before him?—Yes.

483. And you would gain nothing in substituting the Commissioner of Police for the coroner, so far as directness goes?—Of course the coroner must act in every case upon the evidence given to him.

484. Every morning a file of the number of fires is presented by the Metropolitan Board of Works, is it not?—Yes.

485. But that is for the whole metropolis?—Yes.

486. And it would be necessary to divide that up for the purposes of the coroners?—Yes.

487. Would there be any difficulty about that?—I presume not.

488. You have given an opinion with respect to fire insurances bearing or not bearing any of the cost for the City. Supposing that this Bill were extended to the metropolis, do you think that you ought to claim the same exemption then, too?—Certainly.

489. Although you are aware that the expenses would not be paid out of the corporate income, but out of the rates?—Certainly; we should oppose.

490. Very probably you would derive a good deal of benefit, you think, from the Bill?—No; we think we should derive very little indeed.

491. Would you immediately reduce your charges?—The charge of fire insurance must ultimately fall back upon the person who pays the premium; it must come down to him. If we are to pay for these expenses, we should have to increase the rates eventually.

492. It would not, for a time even, go into the pockets of the company?—Not to any appreciable extent.

Mr. Woodall.

493. In your large experience you have, have you not, a knowledge of these affairs in provincial towns as well as in London?—Yes, I may say that.

494. You have told us that you approve of the object and general scope of the Bill with regard to the City of London; do you think it would be equally applicable to the large provincial towns?—Yes; if the public derive any advantage in London there is no reason why they should not elsewhere; the same principle would apply.

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495. Do

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MR. MANNERING.

[Continued.]

Mr. Woodall—continued.

495. Do you think that the scheme would be equally workable?—Perhaps not so easily workable; the coroners of counties may not be so suitable in country places as in London; that has to be looked into, of course.

496. I should just like you to explain a little more fully what you hold to be the position of the insurance offices in regard to means for preventing fires and punishing felonious fires. You have told us that since the establishment and extension of fire insurance there has been an increase in the crime of arson?—Yes; but I think the evidence has shown of late years that that has been reduced.

497. Do you wish the Committee to understand that the practice of fire insurance leads to greater carelessness with regard to precautions against fire?—Putting the matter broadly, one would say this: that where there is no insurance at all people are more careful than they are in places where the custom of insurance prevails; it is true to that extent.

498. Leaving out of the question altogether anything like felonious practice, the general spread of fire insurance entails the necessity for some greater precautions for the prevention of fire?—Yes, you may say that.

499. But you hold that the fire insurance offices are only interested in the same sense as the general public in the prevention of fires?—Yes.

500. And I think you rather guarded yourself against its being inferred that it would be your duty to communicate with the coroner, even

Mr. Woodall—continued.

where you suspect a felonious purpose, excepting in the same way as private individuals do?—We should not do so any more than private individuals certainly.

501. But whenever a claim is made, you make very strict investigations into the *bona fides* of the claim?—We do.

502. And supposing that in the course of those inquiries you have reason to believe that there has been some criminal practice, what is the general usage of the insurance companies; do they feel it incumbent upon them to bring the offender to justice?—Oh dear no; that is not part of our duty at all; we are not public prosecutors in any sense. If a case is clear to us, and we have sufficient ground to believe that there has been felonious practice, we simply decline to pay the claim, and leave the claimant to bring an action against us, if he chooses.

503. But you may feel assured that if there is any well-founded suspicion he would not prosecute that claim?—He might take it that it was a question of the strength of his case whether he could beat us or we could beat him.

504. May we take it that, as far as the insurance companies are concerned generally, their policy would be limited to inquiring merely from the point of view of whether the claim was to be honoured or refused?—Precisely so; that is the limit of our action in the matter.

505. And you have uniformly refused to contribute in any way towards either prevention of fire or prosecution?—We have for the last 20 years distinctly taken up that ground.

Friday, 13th April 1888.

MEMBERS PRESENT:

Mr. Arthur Elliot.
Mr. Elton.
Mr. Lawson.
Mr. William Lowther.

Sir Lyon Playfair.
Sir George Russell.
Mr. Woodall.

THE RIGHT HONOURABLE LYON PLAYFAIR, IN THE CHAIR.

Mr. GABRIEL PRIOR GOLDNEY, re-called; and further Examined.

Chairman.

506. Is there anything which you wish to mention to the Committee before we proceed with the Bill?—There was a slight discrepancy with regard to the returns of the number of fires, as made by the Metropolitan Fire Brigade and by the City Police. The short explanation of it is this, that the Metropolitan Fire Brigade report every single fire, however trifling, as, for instance, anything that is put out in a house by a pail of water, if it comes to their knowledge; whereas the City Police do not report fires of so slight a character, but only fires which you may call something like a conflagration. Also we have authorised them, and for the last four or five years it has been very carefully done, and by the Metropolitan Fire Brigade also, to include a certain number of fires which we find actually to take place outside the boundaries of the City; but the real discrepancy, if there is any, is in the character of the fires. What the one calls a fire, the other does not think it requisite to report. The City Commissioner of Police is here, but I think that gives the Committee quite a sufficient explanation of the discrepancy. I was also asked by the coroner to state that for some time now, and in his predecessor's time, as well as through the whole of his tenure of office, he has managed to make arrangements not to hold inquests in public-houses. There is some considerable feeling against it, but we have asked the hospitals about it, and have done one thing and another to meet the difficulty, and now for some years there have not been in the City any inquests held at public-houses. Of course, we know that in the Metropolitan area they are obliged to do so in some cases.

507. Are there any difficulties with regard to fires in which the hospitals would assist you. I should think the hospitals would scarcely assist you in case of fire?—I daresay they would make arrangements to the best of their ability. Of course the objection would not be so great to holding an inquest in a public-house as in a private house in the case of distressed relatives, and so on.

Chairman.] I would ask Mr. Elliot whether he has considered Clause 2?
0.65.

Mr. Elliot.

508. I have thoroughly considered it with Mr. Elton, and he wishes me to state, as he is not able to be present just now, that he has considered the question as to the Lord Chief Justice of England being mentioned, as is proposed in the Bill, and, on looking into the subject, he said he found that Lord Chief Justice Coke had declared that the Justices of the King's Bench had the jurisdiction of the coroner; and he decided that on the authority of a case which he reported, and which is contained in Coke's Reports. I find that the Lord Chief Justice of England, who used to be called the Chief Justice of the Queen's Bench, has the power, as belonging to the Court of Queen's Bench, to receive a report, and, therefore, in the Bill the Lord Chief Justice of England is included. I propose after the word "Middlesex," in line 4, to insert these words: "It shall be the duty of the coroner for the said city to consider any report which may be made to him as hereinafter provided by the Commissioner of City Police, or the chief officer of the Metropolitan Fire Brigade, and a coroner's inquest shall be held respecting the same," and so on. What do you say to that, Mr. Remembrancer?—I think that the expression should be, "The Commissioner of City Police," and not "The City Commissioner of Police," as the amendment was originally drafted.

Chairman.

509. Have you no other remark to make upon that?—No; the honourable Member kindly showed me this yesterday, and I think it is a very good amendment.

The amendment was agreed to.

Mr. Elliot proposed that in line 9 the words "for the said City" should be struck out as being surplusage, which amendment was agreed to.

Clause 2, as amended, was passed.

ON CLAUSE 3.

Mr. Elliot.] I did not like to draft an amendment on this clause, but I confess that I think it would be infinitely more satisfactory

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Mr. GOLDNEY.

[Continued.]

Chairman—continued.

factory in many ways if we could give the coroner the same jurisdiction over Southwark that we give him in the City.

Mr. *Lawson*.] It would be of comparatively very little use when confined to the City, whereas, in Southwark, it might be very important.

510. Do you think that we could do it now without having some further consideration and some evidence from Southwark, as there might be an objection to charging the expense of it upon the rates; because there would necessarily be a charge upon the rates with regard to administration. Do you think, Mr. Remembrancer, we could do it without getting evidence from Southwark?—We have discussed the point. One reason is that when the Bill was originally drafted last year we included Southwark, but after a great deal of consideration we thought we had better strike out the question of Southwark; not on the ground that we objected to the extra cost, because we did not anticipate that it would be very great; but we did think that as there might be some conflict of opinion amongst the Surrey Justices they might not like to have it carried out.

Mr. *Lawson*.

511. On the other hand it may be a little awkward that the same coroner should have jurisdiction in one part of the area and not in the other?—The two places are so separate that I do not think it would be of much importance. Of course we could have a separate coroner for each part if we chose, but he really would be merely the coroner acting in London, and the coroner acting in Southwark. I do not think that there would be any practical difficulty about it. I think that the Corporation themselves would be glad to see it tried in Southwark, but they might perhaps think it not wise to extend it to one part of the Metropolis unless it was extended to the whole. Then there is another question as to how far our standing orders would enable us to include Southwark in a private Bill.

512. There was an offer, and a very generous offer, on the part of the City to include Southwark, and to bear the costs themselves of the inquests?—So far as that is concerned, I may say that the Corporation would not only be satisfied, but would be pleased to do so; but I do not know that that is quite sufficient. The Parliamentary agent says that it is absolutely beyond our notice.

Chairman.

513. I thought you had given notices covering the whole of the metropolitan area?—Mr. Williams tells me that we have given two notices, one confined to the City of London, and the other extending, if necessary, to the whole of the Metropolis.

514. Of course this Committee could not do that without the instruction of the House?—Quite so.

515. If it was considered desirable we might ask the House for an instruction to enable us to extend the Bill, but you gave notices in Southwark too, did you not?—Yes; Mr. Williams informs

Chairman—continued.

me that it would be included in the whole of the Metropolis.

516. But we could not do that without new powers?—Mr. Williams tells me certainly not.

Chairman.] My own impression is that, considering the present transition state of the Local Government Board, we had better give an expression of opinion in our Report that we think it desirable, but that under the circumstances we could not do it now.

Clauses 3 and 4 were *passed*.

On CLAUSE 5.

Mr. *Elliot*.

517. It appears to me that unless there is an amendment to that clause it would increase the power of the criminal law in the City of London so as to actually constitute a crime in the City of London, which was not contemplated by the law of England; and, therefore, the object of the amendment which I have to propose is to make it quite clear that it is only for such arson as is considered arson by the law of England that the coroner's inquest would be empowered to find a verdict on the man who was on trial. I will read the clause: "Upon such inquest the coroner or his deputy shall inquire into the cause and circumstances of such fire, and all matters connected therewith, and the means for preventing the same as to the said coroner or his deputy holding such inquest shall seem fit, and also whether there is ground for believing that such fire was caused by the wilful" (I omit the words "or aggravated") and (instead of "or") "unlawful act" (striking out the words "or default") of any person or persons whether known or unknown," striking out the words "and if known" and inserting "under such circumstances as to render such person or persons guilty of arson, and if such person or persons be known and the evidence shall warrant it the jury may find a verdict of arson against such person or persons in order that he or they may be placed on his or their trial for such offence, and such verdict and inquisition shall have the force and effect of an indictment." Have you anything to say upon this clause?—I was going to call the attention of the Committee to this because we are all agreed upon the principle, and we are only anxious to embody it in the best words. In the Malicious Injury to Property Act, which is the Act which has consolidated all the Statutes relating to arson, there is a most curious distinction drawn in the different clauses beginning at Clause 2, and going on through the clauses: "whoever shall unlawfully and maliciously set fire." Then it goes on through a number of clauses and it comes out every now and then: "shall unlawfully and maliciously by overt act set fire." I am bound to say that I do not see myself the distinction, but I think it right to call the attention of the Committee to it.

Chairman.

518. I suppose that the word "wilfully" here means that a man might accidentally set a house on fire, in which case he would not be culpable, but only if he does it with a wilful intent?—The only doubt in my mind was whether instead of the

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Mr. GOLDNEY.

[Continued.]

Chairman—continued.

the word "wilfully" we ought to have the words, in this Act of Parliament, "unlawfully and maliciously."

Mr. Elliot.

519. I do not think that these preliminary words are very important; the latter words cover it all, do they not?—Yes, the latter words cover it all. I do not see myself, so far, that there is the slightest doubt that the word "wilfully" covers what we wish.

520. Do you suggest that it would be more desirable to put in "wilfully and maliciously"?—Yes; I may say that it only occurred to me when perusing this Act of Parliament.

Chairman.

521. I should think that if you put in "maliciously" you might put in "or," because there might be a wilful act which was not a malicious act?—Yes, but all through they say "unlawfully and maliciously."

Mr. Lawson.

522. I understand you to wish to keep both "wilfully" and "maliciously"?—No, I do not, nor do I see the exact distinction between wilfully and maliciously, because in construing this section it must be wilful for a bad purpose, but it is "unlawful and malicious" in every section.

Mr. Elliot.

523. These words are imported into the section by the amendment: "as to render such person or persons guilty of arson?"—I only think it is important to call the attention of the Committee to it.

Chairman.

524. Do you see any objection to striking out the word "or" and putting in the word "and," because it makes it a double thing; it must be done wilfully, and it may be done maliciously?—No, I think "and" is an improvement, as it makes two things. With regard to that word "aggravated," I might mention the Duke of Buckingham's observation. He suggests that it should be struck out.

525. You think that with those words it would be sufficient?—I think so, certainly.

Mr. Woodall.

526. Would not "maliciously" be sufficient?—I scarcely think so.

The word "or," in line 30, was struck out, and the word "and" inserted

Mr. Elliot proposed to leave out the words "or default," in lines 30 and 31.

Mr. Woodall. Are we not removing altogether culpable negligence.

Mr. Elliot. Yes; but culpable negligence does not give a ground for the charge of arson.

The words "or default" were struck out of the clause.

Mr. Elliot proposed, in line 31, after the word "unknown," to strike out the words "and if known," in order to insert the words, "under such circumstances as to render such

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Mr. Woodall—continued.

person or persons guilty of arson, and if such person or persons be known."

The words "and if known" were struck out, and the words "under such circumstances as to render such person or persons guilty of arson, and if such person or persons be known," were inserted.

Mr. Elliot proposed, in line 34, after the word "on," to insert the words "his or," which words were inserted in the clause.

The fifth clause, as amended, was *passed*.

Clause 6 was *passed*.

ON CLAUSE 7.

Chairman.

527. Have you anything to say with regard to this clause?—I wish to put before the Committee the Duke of Buckingham's observation. He suggests a purely verbal alteration. He says that "whichever shall have held the inquest shall report in writing to the said Lord Mayor," instead of "shall sign and forward," and he omits the words "a report" afterwards. It is a mere verbal alteration, and perhaps it is neater drafting.

528. Then he omits the words "together with," and he puts in "and shall send?"—Yes: that is the usual form, and I see no objection to it.

The Amendment was *agreed to*.

Mr. Lowther. In the words in the 12th line, "as he may deem necessary," is it clear that "he" refers to the Home Secretary?

Witness. "As may be deemed necessary" would do it.

The Amendment was *agreed to*.

Witness. In the following line, after the word "supplied," do you think it is necessary to insert "by the coroner?" It might be by the coroner or his deputy, perhaps.

Mr. Woodall.

528*. Is it not contemplated that the report might be in some sense confidential?—The remarks might be confidential, but not the report. It might be useful to have the report for public purposes.

The Amendment, inserting the words "by the coroner" after the word "supplied," was *agreed to*.

Clause 7, as amended, was *passed*.

ON CLAUSE 8.

Mr. Elton. I think in dealing with a local district of this kind we have to go rather minutely, and perhaps more minutely than we should otherwise do, and inquire as to what the local duties and customs might be; and therefore I think it is proper that we should ask the Remembrancer whether there is any local custom affecting the contents of this clause; because I see in a book of authority mention is made of a custom which bears

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Mr. GOLDNEY.

[Continued.]

Mr. Woodall—continued.

bears very strongly on the clause. It may be quite obsolete for what I know, but I should like him to notice what was said in the "City of London's case," which was a case in James the First's time, as it was reported by Lord Coke in the eighth part of his report, on page 391, where it is stated by the court: "There are divers customs in London which are against common right, and the rule of the common law, and yet they are allowed in our books, and *eo potius*, because they have not only the force of a custom, but are also supported and fortified by authority of Parliament." We know that there are early Acts of Parliament which enact that the customs of London should have the force of law. Then it goes on, first: "They have a custom concerning the arrest and imprisonment of the body of a man, that the creditor may arrest the debtor," and so on. Then, secondly: "They have a custom to enter the house of another, which is his castle; and therefore the custom of London is, that when a chaplain or a priest has a woman in his house or chamber, and one hath an ill suspicion thereof, he who hath such suspicion may come to the constable of the ward, or beadle, and with him may enter the house or chamber of the chaplain or priest, and commit the offender to prison;" which looks as if there were some considerable difference between some of the old laws affecting London, which may not have been repealed, and the law in the rest of the country; and therefore, if it bears distinctly on this clause, we should take care not to come directly into conflict with it.

Witness.] I do not know that there is any such custom exercised now. I am afraid that it has fallen into desuetude; but the custom seems to me to have been to enter houses to search for goods and liquors that were manufactured by foreigners; that is to say, by people who were not free of the City; and to enter a house where people had been behaving in a manner that was also contrary to the law.

529. There are two very ancient cases which were tried in a very early reign, which carried this custom to a most exaggerated extent; because, when it was expected that a chaplain or a priest had a woman in his house or in his chamber, anyone who had any ill suspicion thereof might come to the constable of the ward, or beadle, and with him might enter into the house or chamber and so on; that was the decision of the Court of Queen's Bench; that there was such a custom, which allowed a justification for what otherwise would have been a mere trespass upon the ground of this local custom. I do not take any personal interest in these local customs, but I think we are obliged to look at them, and all I ask is, whether whilst those remain we could disturb them; is that Act of Parliament repealed?—No, I do not think that Act of Parliament has been repealed, but I do not think there has been any such custom exercised.

530. The Act of Parliament has been referred

Mr. Woodall—continued.

to, has it not, in a case in quite recent times?—Yes; it is continually recognised; it is a living Act of Parliament so far, but the object of these searches, I think, seems to have been going back to the old idea that the City of London was a market; and if you will turn to page 394 you find: "For London is a market overt every day, except only the Sabbath day, but secret places in corners, as the case of the said James Wagoner is, is more dangerous and offensive than outward shops, for there he may use deceit, and is not subject to any search; *qui male agit odit lucem*, and *omnia delicta in aperto leviora sunt*." Then at the bottom of page 395 you will see, "Also the City would become so populous that it would not be subject to search, &c., whereby fraud and deceit would increase in all wares and vendible commodities, not only to the prejudice of the City itself, but also of the King, and the whole realm."

531. Then the head-note of the case is: "There is a custom in the City of London that no foreigner shall keep any shop or use any trade in London"?—Yes; a foreigner meant a man not free of the City.

532. "And there is another custom that the Mayor, Aldermen, and Commonalty (if any customs be defective) may supply the remedy for it; that is to say, if a foreigner had opened a shop, they were to provide a remedy which was held good in law, and in the course of the argument they produced this other custom that I mentioned?—Yes, that is the case, certainly.

Mr. Elliott.

533. The question that arose upon this was, whether it was not desirable that it should be possible for the coroner, his deputy, and the jury, not merely to enter and view the premises, but to authorise any person to enter and view the premises; what do you say to that?—My own view is, that any other person ought certainly not to be authorized to go in except in the company of the coroner and his jury.

Mr. Elliott.] I should have thought that the power in Clause 8 might be interfered with, but I do not object to it.

Mr. Woodall.] The coroner distinctly told us that if he were holding an inquest where a death occurred he possessed this power.

Mr. Elton.] When I asked him if he had ever gone in under that power he said, No; but he said he would do it if necessary.

Witness.] I do not wish to carry it so far as to say that such persons should be authorised to go wherever the coroner might choose to send them, but I do not see any objection to the coroner and the jury being accompanied by an expert person; indeed, it would be desirable in many cases, because an expert might call attention to particular defects in the structure which might otherwise escape notice.

Mr. Elton.

534. The suggestion was that you were drafting this clause more favourably than the public Act.

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Mr. GOLDNEY.

[*Continued.*]*Mr. Elton*—continued.

Act. It is not the coroner who ought to authorise a person to go in, but the jury; and I would suggest that, after the words "the coroner or his deputy, and the jury," we should insert "and such person or persons as the jury may require for their assistance;" that would be sufficient, would it not?—I think that would cover it all.

The words proposed by Mr. Elton were added to the clause, and Clause 8, as amended, was *passed*.

On CLAUSE 9.

Chairman.

535. Have you anything to suggest with regard to Clause 9?—There is a verbal alteration that I want to make in the last line but one of the clause, where you see "Corporation of the City of London," instead of the word "Corporation;" I propose that it should be in the usual form,

Chairman—continued.

"Mayor and Commonalty, and Citizens of the City of London."

The Amendment was *agreed to*, and Clause 9, as amended, was *passed*.

Mr. *Elliot* proposed the following new clause, to come in as Clause 2A: "In any case where loss or injury by fire within the City of London and the liberties thereof has been brought to the knowledge of the Commissioner of the City Police, or the Chief Officer of the Metropolitan Fire Brigade, it shall be the duty of the said Commissioners, or of the said Chief Officer, forthwith to report the same to the Coroner of the City of London."

The clause, as proposed by Mr. *Elliot*, was *agreed to*.

The Chairman was directed to report the Bill as amended to the House.

A P P E N D I X.

PAPERS handed in by Mr. *William Charles Simmons*, 10 April 1888.

RETURN of FIRES in the CITY of LONDON from the Year 1879 to 1887.

How Extinguished.	1879 and 1880.	1881.	1882.	1883.	1884.	1885.	1886.	1887.
By Hydrants - - - - -	91	55	47	58	54	59	50	52
By Hydrants and Engines - -	25	4	9	11	8	-	-	-
By Engines - - - - -	12	1	-	-	-	6	10	7
By other means - - - -	173	42	40	24	52	26	29	30
TOTAL Number of Fires - - -	301	102	96	93	114	91	89	89

FIRE INQUESTS.

REPORT to the COURT of COMMON COUNCIL, from the GAS and WATER COMMITTEE. Presented 17th December 1885.

STAPLES, Mayor.

A COMMON COUNCIL holden in the CHAMBER of the GUILDHALL of the City of London, on Thursday, the 17th day of December 1885.

THE Gas and Water Committee did this day deliver into this Court a Report in writing, under their hands, on the Reference of the 15th October 1885, to inquire into the existing powers of the Coroner, and to confer with the principal Fire Insurance Offices in the City, and such other bodies as the Committee might deem desirable, upon the subject of steps being taken to institute an inquiry into the causes of the fires which from time to time occur in the City, and recommending that communication be entered into with Her Majesty's Government, with a view to a Royal Commission being appointed to investigate the whole question ; which was read.

Resolved, That the consideration thereof be adjourned, and it is Ordered that the Report be printed, and a copy sent to every Member of this Court.

MONCKTON.

To the Right Honourable the Lord Mayor, Aldermen, and Commons of the City of London, in Common Council assembled.

WE, whose names are hereunto subscribed, of your Gas and Water Committee, to whom, on the 15th day of October last, it was referred to inquire into the existing powers of the Coroner, and to confer with the principal Fire Insurance Offices in the City, and such other bodies as we might deem desirable, upon the subject of steps being taken to institute an inquiry into the causes of the fires which from time to time occur in the City, Do Certify, that we duly proceeded therein. We have been attended by the City Solicitor and by the Coroner for the City of London and Borough of Southwark, and have heard these officers respectively and at length upon the question. We have also had laid before us by these officers, among other documents, a letter which was addressed in 1851 by the late Coroner of London (Mr. William Payne) to the then Lord Mayor (Appendix I.), and also extracts from the evidence taken in 1879 by the Committee of the House of Commons on the Coroners Bill (Appendix II.), and extracts from the "Times" of August 22nd and 27th, 1845, and October 10th, 1849, respecting inquests held by that officer in cases of fire. Copies thereof are hereunto appended (Appendix III.), together with two reports furnished to us by the City Solicitor, and dated respectively 27th October 1885, and 10th December 1885, upon the subject generally (Appendices IV. and V.).

We were enabled, with the help of these documents, and with the assistance of our officers, to fully investigate the subject, and it appears that in former times jurisdiction was exercised by the Coroner in the way of holding inquiries with respect to the origin of fires, but the question of his authority in the matter was definitely decided in the year 1860, when a Rule, calling upon the Coroner of Manchester to show cause why a writ of prohibition should not issue to prohibit him from further holding an inquisition respecting the origin of a fire in that city, was made absolute.

Our investigations certainly point to the desirability of some authority being legally constituted for the purpose of inquiries being made into the origin of fires; but before entertaining the question of the expediency of Parliamentary action being taken in the matter, we invited (in accordance with the instructions of your Honourable Court) the representatives of the principal fire insurance offices to attend at Guildhall, and confer with us upon the question, and representatives of the following offices attended such conference, viz. :—

Phoenix,	Westminster,
Hand-in-hand,	Sun,
Law,	County,
Mutual,	Royal Exchange,
Equitable,	Liverpool, London, and Globe,
Imperial,	Royal,
North British and Mercantile,	Union,

and the general opinion of those assembled was that it would be clearly in the interest of the public if such court of inquiry as that proposed were established.

We then, the more completely to furnish ourselves with details, obtained from the Metropolitan Board of Works information, which they readily supplied us, of the number of fires which had taken place in the City and Metropolis during the years 1881, 1882, 1883, and 1884, with the causes thereof; and we find by this information that the fires from unknown and doubtful causes, and the fires from incendiarism, number as follow :—

Year.	Total Fires.	Unknown.	Doubtful.	Incendiarism.
1881 - - - - -	1,991	462	3	8
1882 - - - - -	1,926	537	16	1
1883 - - - - -	2,144	575	10	4
1884 - - - - -	2,289	650	7	6

By this it appears, as was represented to us at the conference with the insurance offices, that about 25 per cent. of the total number of fires are from causes unascertainable (under existing circumstances), and consequently unknown.

We

We then, by the courtesy of the Metropolitan Board of Works, were attended by Captain Shaw, Chief Superintendent of the Metropolitan Fire Brigade (*vide* correspondence between Mr. Solicitor and the Board of Works, Appendix E.), and the result of this interview, at which most valuable information was obtained, was the more fully to bear out the opinion which had already expressed itself in your Committee, that while it would not be desirable or necessary to hold an inquiry into every fire that took place, yet there were very many which it would be most desirable and beneficial to the public to inquire into.

A statement kindly handed in by Captain Shaw upon the subject, and which was carefully considered by us, is hereunto appended (Appendix VI). After due consideration of the information that had thus been placed at our disposal, and looking at the legal difficulties in the way of such court of inquiry as that proposed being established without Parliamentary powers, we arrived at the Resolution which we now beg to submit for the adoption of your Honourable Court, viz.:—"That in the opinion of this Committee it is desirable to enter into communication with Her Majesty's Government with the view to a Royal Commission being appointed to investigate the whole question," and we accordingly recommend that a communication to this effect be transmitted forthwith to the Secretary of State for the Home Department.

All which we submit to the judgment of this Honourable Court. Dated this 14th day of December 1885.

W. G. Howard.
Saml. East, Jun.
Daniel Greenaway.
H. J. Godden.
Tho. Waller.
A. Dickinson.

W. C. Simmons.
Robt. Gresley Hall.
John Gaywood.
William Pitman.
H. W. Greenwood.
Jas. Geo. White.
W. F. London.
H. H. Bridgman.

APPENDIX I.

April 1851.

LETTER addressed by the late *William Payne, Esq.*, Coroner of London and Southwark, to the Right Hon. *John Musgrove*, Lord Mayor of London.

My Lord,

The liberal and enlightened views which you have always taken in matters of public policy, and which have rendered your Lordship so eminently qualified to preside as chief magistrate over the first city in the empire, encourage me to address you on the subject of one of the most important popular institutions established within this kingdom.

The origin of the office of coroner is not known with certainty. It existed in the time of Alfred the Great, and is thus mentioned by the older writers:—"Coroners in every county and sheriffs were ordained and constituted to be conservators of the peace, when the earls dismissed themselves of the custody of the counties."—*Vide Greenwood of Courts*, p. 285, and the authorities there cited.

Both these officers were anciently elected by the people and (as will be afterwards shown) they were the principal officers of the Crown within their jurisdictions in matters of criminal law, until the reign of Edward the Third, when the Crown appointed "justices of the peace;" and much of the business then transacted by the sheriffs and coroners was subsequently performed by the justices, both in and out of session.

The appointment of sheriffs was afterwards taken into the hands of the Crown, so that the coroners are now the only magistrates elected by the people, except in London, where the alderman and sheriffs are still popularly elected.

In the City of London the office of coroner is said in olden times to have been exercised by your Lordship's predecessors, either in person or by deputy. Sometimes it was held by aldermen of the City, the following instances of which appear by the Lansdown MSS., 204 *et seq.*:—

"John Horn was Alderman of Bridge Ward and Coroner for the City, from the 7th to the 9th Edw. 1.

"Sir John Gisors, Knt., was seven times Mayor, Alderman of Vintry Ward, and Coroner for the City, from 10 to 13 Edw. 1.

"Nicholas de Wincestre was Alderman of Langbourn Ward and Coroner of the City, from the Feast of St. Luke the Evangelist, 13 Edw. 1, to the Feast of St. Pancras in the following year, when he died.

"William le Mazener was Alderman of Aldersgate Ward and Coroner for the City from the Feast of St. Pancras, 14 Edw. I. to 18 Edw. I."

"John de Wengrave was Alderman of Cheap Ward and Coroner for the City."

It has been also said that the mayor supplied the office of coroner, under the name of the Chamberlain (*Liber B*, fol. 3, 9 *et seq.*) And with this agree some entries in the *Liber Dunthorne*, 94 *et seq.*, where it is said that the King's chamberlain anciently was coroner.

These variances were, however, put an end to by the Charter of Edward the Fourth, by which, after stating that Earl Rivers, the Chief Butler of England, claimed a right to appoint to the office of coroner in the City, the King granted that the Mayor and Commonalty might make coroner there whom should please them, and that the office should be separated from the office of Chief Butler of England. And this right of appointment by the commonalty has been since confirmed by statute 11 Geo. I. c. 18, s. 16.

The coroner is therefore now elected by the Mayor, Aldermen, and Commons in Common Council assembled; and the dicta of some of the old writers, that the Mayor is coroner in London, is not applicable to the present day.

Bacon, in his *Discourse on the Laws and Government of England* (published in 1689, from some manuscripts of the learned Selden), in chapter 23, when treating of the division of the kingdom under the Saxons into shires, says, "Each of the shires had their two chief governors, the sheriff and the coroner. The coroner, though in original later than the sheriff, was still very ancient. He was the more servant or officer of the King of the two. His work was to inquire upon view of manslaughter, and by indictment of all felonies as done *contra coronam*, which formerly were only *contra pacem*, and triable only by appeal. And also he was to inquire of all escheats and forfeitures, and then to seize. He was also to receive appeals of felonies, and to keep the Rolls of Crown Pleas within the county. He was made by election of the freeholders in their county court, as the sheriff was, and from amongst the men of the chiefest rank in the county, and sworn in their presence."

The coroner becomes a magistrate within his jurisdiction, by virtue of his appointment. *Vide Jervis, L.C.J., on the Office of Coroner, p. 21*; and Sir William Blackstone, in his *Commentaries on the Laws of England*, vol. 1, c. 9, wherein he treats of subordinate magistrates, and under which head he ranks sheriffs, coroners, and justices of the peace, thus speaks of the coroner:—

"The coroner's is a very ancient office at the common law. He is called coroner because he hath principally to do with pleas of the Crown, or such wherein the king is more immediately concerned. The coroner is a conservator of the peace within his own county, as is also the sheriff, and both of them may take a recognisance or surety of the peace."

The Lord Chief Justice of England is the principal or supreme coroner in the kingdom, and may, if he please, exercise the office in any part of the realm.

The coroners's Court is a court of record, of which the coroner is the judge. This appears by Lord Coke and other writers, and was recognised by the Court of King's Bench in the case of *Garnet v. Ferrand* (6 B. & C. 611). The office is freehold: *Reg. v. Grimshaw* (11 Jur. 965).

By statute 3 Edw. I., c. 10, it is provided, "that through all shires sufficient men shall be chosen to be coroners, of the most wise and discreet knights, which know well, and may best attend upon such offices, and which lawfully shall attach and present pleas of the Crown, and that sheriffs shall have counter rolls with the coroners as well of appeals as of inquests of attachments, or other things which to that office belong." And by the same statute if sheriffs, coroners, &c., conceal felonies, or do not arrest felons, they shall be imprisoned.

Anciently, not only were criminal proceedings commenced before the sheriffs and coroners by indictment at the suit of the king, or by appeal at the suit of the subject, but the trials were had before them also. And this power of trial continued until the passing of *Magna Charta*, which enacted, "That no sheriff, constable (*i.e.* constable of a castle), coroner, or other our bailiffs, shall hold pleas of our Crown."

In Bacon's *Treatise*, before alluded to, in chapter 38, he says, "No man's life or credit rested altogether upon the cast of twelve opinions; but first twelve men inquired of the cause and ground thereof, which, if liked, rendered the party under the spot of delinquency, and meet to be looked upon as under the suspicion of the law, who formerly was but under the suspicion of some particular man. And then was a second inquiry of the fact, if the party traversed the vote of fame; in both which trials the verdict grounded itself upon those *allegata et probata* which were before them. The first of these inquiries was before the Coroner, who even in these old days had the view of bloodshed; the second was had before the judge of life and death, neither of whom could legally indamage the party without the other."

In chapter 36 it is said, "At the time of trial, if at the king's suit, the delinquent was indicted in this manner by any party:—

"I, D. C., do say for the King, that J. S. is defamed by good men, that he, upon — day of — &c., into the house and goods of — did cast fire and the same did burn;" or (if it were for bloodshed), "with a sword did strike and wound him in the left arm; and that this was done feloniously; and if J. S. deny the same, I will for the King prove the matter against him, as the King ought to do."

! But

But if the complaint was at the suit of the party, then the prosecutor sued him upon appeal in manner following:—

"I, C., appealeth D. H., here present, for that," &c.

[It will be unnecessary to set out the form of appeal, as the proceeding by appeal was abolished by stat. 59 Geo. 3.]

The same author, in chap. 67, when commenting on the clause in Magna Charta, that no sheriff, constable, coroner, or other bailiff should hold pleas of the Crown, says, "This law, therefore, takes away from the sheriffs, and coroners and bailiffs or justices (other than by express commission thereto assigned), all power to hold pleas of the Crown by trial, leaving unto them, nevertheless, power of inquiry, of which anciently they had the right."

Horne, in the *Mirror of Justices* (which is mentioned by Cooper in the public Records as the most extraordinary of our ancient law books), says:—

"To the office of coroners it doth belong to view the carcases of the dead by felony or mischance, and to see the burnings, and the wounds, and other felonies, and to see treasure trove and wrecks of the sea, and to take the acknowledgments of felony, and to give the adjuration to flyers to sanctuary, and to take the inquests of felonies happening within their bailiwicks. Coroners also used to inquire of burnings, and who puts to the fire, and how and whether it were by felony or mischance; and if of felony, of whose felony; and who were the principals, and who the accessories, and who were the threateners thereof. Also, it belongeth to him to view burglaries, and to inquire of the names of the felons, and what they have to live of, and from whence they came, or whether they returned, and of the menacers, and of other circumstances."

The statute 4 Edw. 1, *De Officio Coronatoris*, speaks of the duties of coroner, not only regarding deaths, but also of breaking of houses, treasure trove, wounding, rapes, burglaries, &c. And this statute is only in affirmance of the coroner's power, of which he was possessed by the common law, and does not deprive him of any of the powers which he previously had.—*Vide Jervis on Coroners*, pp. 24 and 32. citing Hawkins' Pleas of the Crown, c. 9, s. 35, wherein it is said, that coroners may still, if they please, inquire of rape, prison breach, and housebreaking; their power, in that respect, never having been expressly taken from them.

In the statute 51 & 52 Hen. 3, c. 37, it is said, "Let all men from henceforth keep the peace firmly, and let none commit homicides, burning of houses, robberies, nor other outrages against the peace."

And the 52 Hen. 3, c. 24 (in allusion to the ancient law that made all persons of the age of twelve years bound to attend inquests, except peers, clergy, and women), says "The justices in eyre from henceforth shall not amerce townships in their circuits, because all being twelve years old come not afore the sheriffs and coroners to make inquiry of robberies, burnings of houses, or other things pertaining to the Crown, so that there come sufficient out of these towns by whom such inquests may be made full; except inquests for the death of man, whereat all being twelve years of age ought to appear, unless they have reasonable cause of absence."

The statute 14 Edw. 1, commonly called the Statute of Exeter, empowered the summoning a grand inquest to inquire how the coroner had discharged his duty, and by which the said grand inquest is enjoined to present, without any concealment, all the accidents and abjurations, appeals of men taken within the mainour, murders and felonies done, by whom and when, in land, wood, marsh, water, within towns or without, and everywhere within the marches of hundreds of every town, half-town, and hamlet, for the whole time of the coroner, or of him who, by virtue of the office of coroner, ought to intermeddle.

Felonies, by the common law of England, are murders, manslaughters, burglaries, robberies, theft, burning of houses, prison breach, housebreaking, rape, &c.

These felonies may be inquired of and presented by the juries in the sheriffs' and coroners' courts, the court-leet, or view of frank-pledge, the hundred courts, and the assizes and courts of quarter sessions.

In the Articles of the View of Frank-pledge, printed in Vol. 1 of Statutes of the Realm, p. 246, it is said, the jurors are to make their presentment (amongst other things) "of women ravished not presented before the coroners."

In the Articles of the Eyre, in the same volume, p. 235, the justices were to inquire (amongst other things) of sheriffs taking gifts for consenting to the concealing of felonies committed in their bailiwick, and who have been negligent in attaching such felons for favour, as well within liberties as without; in like manner of clerks and other bailiffs of sheriffs, coroners, and their clerks, and their bailiffs of any sort.

Also of sheriffs, coroners, and other bailiffs abiding in the country, as well within liberties as without, who, for entreaty, bribe, or favour, or for any affinity, have concealed, or procured to be concealed, felonies committed in their bailiwick, or have withdrawn themselves from the arresting of such malefactors.

By statute 10 Edw. 3, stat. 1, ss. 2, 3, it is recited, "That whereas murderers, robbers, thieves, or other felons are greatly encouraged to offend, by reason that charters of pardon of manslaughter, robberies, felonies, and other trespasses against the peace have been so lightly granted, it is enacted that all such which have such charters shall come before the sheriffs and coroners of the counties where the felonies be done, and find sureties for their good behaviour."

The power and practice regarding the apprehension and securing of offenders, since the establishment of justices of the peace by commission from the Crown, has generally in modern times been exercised by them, instead of by the sheriffs and coroners. The

justices out of session have, however, no power to take any indictment against an offender, but only to secure his appearance, either by commitment or bail, to answer to any indictment that may be found against him by a grand jury. The power of finding indictments for criminal offences still continues by the common law in the sheriff's tourn, the courts-leet, or view of frank-pledge, the coroner's court, &c., and at the assizes and quarter sessions, holden by virtue of commissions from the Crown.

Lord Coke expressed an opinion, that a justice of the peace had no power to apprehend an offender before indictment found. Lord Hale was of a contrary opinion; and it is not improbable that in olden times the indictments before the sheriffs and coroners, which were speedily found, may have preceded the apprehension of the offender. The practice is, however, now settled otherwise.

In Hale's Pleas of the Crown, and many other treatises on criminal law and the duties of coroners, the statutes of Henry the Third, before referred to, have been entirely overlooked and unnoticed: and this, coupled with the practice that has existed for many years past, for the coroner to hold inquests only on the death of man, may have led to the erroneous notion that the coroner's power was limited to those inquiries. The non-user of his power to inquire into other felonies does not, however, deprive him of the right to do so, such inquiries being for the public benefit, against which lapse of time is no bar: vide *Rex v. Havering Atte Bower* (5 B. & A. 691), *Rex v. The Mayor of Hastings* (Id. 692), *Rex v. The Mayor of Wells* (4 Dowl. P. C. 562*); and the only exclusive power which the coroner possesses, seems to be, that though other courts may take indictments for murders and manslaughters, the coroner is the only public officer who is authorised to take such indictments *super visum corporis*.

In all the ancient accounts of inquests held in London, it appears that the coroner and sheriffs sat together; and this, no doubt, was in consequence of the directions of the statute, 3 Edw. 1, before mentioned, that the sheriffs should have counter rolls with the coroners, as well of appeals as of inquests, of attachments, or of other things which to that office belong. This will appear by a reference to the Liber Custumarum, the Liber Dunthorne, and other city records, as well as by such of the coroners' rolls as are to be found.

In the coroners' roll of the 19 & 20 Edw. 2, it is stated, that an inquest was held upon a woman who died in Newgate, where she was detained for that she was indicted before John de Ilford, late Coroner of London, and the sheriffs of the same city, that she was a consenting party to the breaking of the same prison, and brought iron tools for breaking the same prison, to robbers who were detained therein.

In the roll of the 18 & 19 Edw. 3, there is an account of an inquisition taken before the coroner and sheriffs, to inquire what malefactors broke the King's prison at Newgate, and of other articles touching that felony.

In the *Baga de Secretis* of the Queen's Bench are three inquisitions, of which the following are translations:—

"An inquisition taken at Guildhall, in the city of London, the 26th day of April, in the sixteenth year of the reign of King Henry the Seventh after the Conquest, before William Stede and John Hawe, sheriffs of the city aforesaid, and Thomas Bradshaa, coroner of the said Lord the King, in the city aforesaid, by the oath of Lancelot Holme, Richard Brangthwayte, Thomas Nele, John Barker, Lawrence Shelmores, Thomas Stowe, John Wynslowe, William Baker, William Howlett, Thomas Richardson, Henry Company, Philip Bury, and John Jackson, good and lawful men of the city aforesaid, who say upon their oath that Richard Wright, late of London, yeoman, in the writ* of the said Lord the King, to the sheriffs and coroner of the said Lord the King, in the city aforesaid directed, and to this inquisition annexed named, together with John Hynkesworth, late of London, yeoman, on the 18th day of April, in the 16th year aforesaid, with force and arms, to wit, with swords and daggers, &c., at London, in the parish of St. Edmund, in Lombard-street, in the ward of Langbourne, London, feloniously stole, took, and carried away two horses of divers colours, of the price of 13 s. 4 d., of the goods and chattels of a certain man unknown, then and there found, against the peace of the said Lord the King, his crown and dignity. In testimony whereof the jurors aforesaid have put their seals to this inquisition. Given at London the day and year aforesaid."

"An inquisition, taken at the City of London, in the Guildhall of the same city, situated in the parish of St. Lawrence, in the Old Jewry, in the ward of Cheap, London, the 1st day of July, in the 16th year of the reign of King Henry the Seventh after the Conquest, before William Stede and John Hawe, sheriffs of the city aforesaid, and Thomas Bradshaa, coroner of the said Lord the King, in the city aforesaid, by the oath of Humphrey Bawdewyn, Richard Stewkeley, John Leveson, Christopher Goslyn, Thomas Onande, Thomas Emery, Richard Garnan, Robert Shether, John Barker, Thomas Mathewe, Richard Noddell, John Baynard, William Cray, Henry Patenden, and William Clark, who say, upon their oath, that John Hervy, late of London, yeoman, on the 20th day of September, in the 10th year of the reign of King Henry the Seventh, after the Conquest, at London, to wit in the parish of Saint Bartholomew-the-Less, in London, in the ward of Bread-street, London, with force and arms, to wit, with swords and daggers, &c., did feloniously break into and enter the house of William Capell, Knight,

* This is further manifested by the circumstance that though the law of appeals and trials by battle had not been in practice for some centuries, yet that it was still the law of the land, and could only be abrogated by Act of Parliament; see the case of *Ashford v. Thornton*, 1 B. & A. 405, and the statute 59 Geo. 3, c. 46.

Knight, at London, to wit, in the parish of St. Bartholomew, in the ward of Bread-street, in London aforesaid, and six leathern bags, to the value of 6 *d.*, and 460 *l.* in counted money in the same bags, being of the goods and chattels and moneys of the said William Capell, then and there found, feloniously stole, took, and carried away, against the peace of the Lord the King his crown and dignity; and that William Elryngton, late of London, gentleman, knowing the aforesaid John Hervy to have committed the aforesaid felony in the form aforesaid, on the said 20th day of September, in the 10th year aforesaid, and in the said parish of St. Bartholomew, and in the ward of Bread-street aforesaid, feloniously received, fed, abetted, and consorted with the same John Hervy, against the peace, crown, and dignity aforesaid. In testimony whereof the jurors aforesaid to this inquisition have put their seals. Given the day, year, and place first above-written."

"*Devon.*—An inquisition, taken at the court of view of frank-pledge, of the Lord the King, of his manor of Southtanton, in the county aforesaid, held there on Friday the 5th day of the month of October, in the first year of the reign of King Henry the Eighth, before Thomas Brandon, Knight, Chief Steward of the said Lord the King, of his manor aforesaid, by the oath of Thomas Battyskill, John Rowe, junior, William Rowe, William Webber, Hugh Strange, Richard Theyyll, John Verder, Henry Grose, John Trende, junior, John Colehall, John Frende, junior, John Northmore, Robert Donnyng, Simon Hurston, and Richard Furse, who say upon their oath, that Richard Welegh, late of Sele, in the county of Devon, tailor, on the night of Thursday next before the feast of St. James the Apostle, in the 23rd year of the reign of King Henry the Seventh, with force and arms, to wit, with staves and knives, did feloniously break into and enter the house of Stephen Hole, at Sele aforesaid, in the county aforesaid, and 20 gallons of wine, of a white colour, called Rumney, to the value of 16 *s.* 8 *d.*, of the goods and chattels of the said Stephen Hole, then and there found, feloniously took and carried away, against the peace of the said Lord the King; also a certain Alice Welegh, late of Exeter, in the county of Devon, widow, knowing the aforesaid Richard Welegh to have committed the aforesaid felony in manner and form aforesaid, the same Richard, at Sele aforesaid, in the county aforesaid, on the said day and year, feloniously received, abetted, and consorted with, against the peace of the said Lord the King. In testimony whereof the jurors aforesaid to this inquisition have put their seals. Given the day, place, and year above-said."

These have been discovered in consequence of their being mentioned in the third Report upon Public Records; and they serve to show that, at that time, the sheriffs and coroners, as well as the court-leet, or view of frank-pledge, exercised the power of holding inquests in cases of felony; and, no doubt, many other cases would be discovered, if there were sufficient indexes to the General Records to enable a reference to be made thereto. There is also a mention in the Rolls of Parliament, 1 Hen. 4, Vol. 2, p. 429, of certain assizes held in the Guildhall of the City of London, before the sheriffs and coroner; and the King granted, on petition of the Commons, that these assizes might be held before the sheriffs in the absence of the coroner, who was otherwise occupied, provided it was not derogatory to the office of coroner.

There are also numerous instances in the City Records of the mayor and sheriffs sitting in the presence of the coroner, with a jury, to inquire of malefactors, affrays, and breaches of the peace. See entries in the 14 Edw. 3, Andrew Aubrey, Mayor, &c.

The Statute 1 & 2 Ph. and M. c. 13, also recognises the power of the coroner in London to let to bail felons and prisoners, as theretofore.

The largest class of offences appears to have been originally homicide, and other offences against the person. The crime of arson was in olden time of less frequent occurrence than it has been of later years since the establishment of the fire insurance offices, many persons having been induced to commit it with a view to obtain the insurance money; and it is perfectly unquestionable that the recent inquiries in the Coroners' Court into the origin and causes of fires have been of the most important and beneficial effect in checking incendiarism, as well as detecting offenders.

Several of the numerous opinions in favour of these inquiries may be seen by those who are curious to read them in the following publications, viz.:

The Times	- - - - -	27th August 1845.*
The Illustrated London News	- - - - -	30th August 1845.
The Dorset County Chronicle	- - - - -	2nd October 1845.
The Lincoln, Rutland, and Stamford Mercury	- - - - -	6th March 1846.
The Morning Post	- - - - -	18th March 1846.
The Western Luminary	- - - - -	26th May 1846.
The Maidstone Journal	- - - - -	8th June 1847.
The Lincolnshire Times	- - - - -	25th April 1848.
The Sheffield Times	- - - - -	2nd December 1848.
The Jersey Times	- - - - -	20th February 1849.
The Times	- - - - -	10th October 1849.*
Report of the Government Board of Health, pp.		
254-257	- - - - -	28th May 1850.
The Boston, Stamford, and Lincolnshire Herald	- - - - -	24th December 1850.
The Britannia	- - - - -	1st March 1851.

I could

* See Extracts from the "Times" of 22nd August and 27th August 1845, and 10th October 1849, *infra*, pages 39, 40.
0.65.

I could also refer, amongst many other communications, to the opinion of that excellent nobleman Lord Denman, when Lord Chief Justice of England, who, in a letter of the 30th of September 1847, thus expressed himself: "Long before I heard of the suggestion that coroners should inquire respecting fires, it had occurred to me as a most desirable improvement. I rather think I had mentioned it to Sir James Graham."

In conclusion, my Lord, I beg to apologise for having so far trespassed on your Lordship's valuable time and attention, and to express a hope that an office so important as the coroner's may be upheld in all its public usefulness, seeing that it is intimately connected with the preservation of the lives and property of all classes of Her Majesty's subjects.

Inner Temple, April 1851.

I have, &c.
(signed) *William Payne.*

APPENDIX II.

EXTRACT from Minutes of Evidence taken before the Select Committee of the House of Commons, on the Coroners Bill, July 1879.

Mr. WILLIAM ALEXANDER BROWN (Procurator Fiscal of the Lower Ward of Lanarkshire); examined by Mr. *Yorke*, as follows:

250. Do you make any inquiry in the case of fires?—I do. All cases of fire are reported to me by the police.

251. What steps do you take in that case?—I take what we call a precognition. I examine the various witnesses who can speak to the matter, and if there is no suspicion that the fire is wilful, nothing further is done by me. The precognition is reported to the Lord Advocate, and if he is satisfied, and takes the view of the Procurator Fiscal, that there is no reason to expect that the fire was wilful, he orders no further proceedings.

By Mr. *Herschell*.

252. Do you take evidence in every case of fire that is reported to you?—Not in cases of very trifling fires, where the damage to property is only a few pounds; but, in the case of a considerable fire I make inquiry. The police, in the first place, make an inquiry; I make an independent inquiry, the result of which I communicate to the Lord Advocate; but it is my duty in the first instance, if there is any reason to suppose that the fire is wilful, to put the person who may be suspected on charge.

By Mr. *Yorke*.

253. Do you give general orders to the police to report to you any considerable case of fire, with a view to examining into its cause?—The police have orders from their own officers to do that; they have very explicit instructions to report every case of sudden death that comes to their knowledge, and every case of fire, in a written information to the Procurator Fiscal.

By the *Chairman*.

254. In such cases as that, are the expenses borne in the same manner as all other expenses of your office?—In the same manner.

255. There is no contribution from the fire insurance people?—No.

APPENDIX III.

EXTRACT from "The Times" of 22nd August 1845.

THE late FIRE in ALDERMANBURY.

YESTERDAY Mr. J. Payne, Coroner for the City of London, held a court of inquiry (in the nature of a coroner's inquest) to ascertain the origin of the destructive fire which took place on Monday evening last on the premises of Messrs. Bradbury, Greatorex, and Beale, Aldermanbury.

The novelty of the proceeding (no life having been lost) excited a good deal of curiosity in the immediate neighbourhood.

The jury assembled in the Board-room of Cripplegate Ward Parochial School, Philip-lane, London Wall.

Mr. Braidwood, Superintendent of the London Fire Brigade, attended to watch the proceedings. Mr. Beale, one of the firm of Bradbury, Greatorex and Co., together with Messrs. Coster, Abbott, and several other inhabitants of Aldermanbury, were also present.

The jury having been sworn "to inquire how, and by what means, a certain house in "Aldermanbury had been lately burned."

The Coroner observed that they were together in the discharge of a very important duty. Although, in the present case, the fire had happily been unattended by the loss of human life, it appeared that much valuable property had been destroyed. Under an ancient law, the coroner was empowered to inquire into all such cases. He was aware that the power to which he alluded had not been commonly exercised for a long time; but he found, by reference to several authorities, that he was justified in reviving it. Without recourse to some such proceeding there could be no inquiry at all. No investigation could be had before a magistrate unless some party were in custody; and thus property to a large amount might be destroyed, without any means of ascertaining the cause of the fire. Under these circumstances he had selected the present case as a proper subject of inquiry.

Various witnesses were then examined, including Mr. Beale and Mr. Braidwood; the latter of whom said, in reply to the Coroner's inquiry, if he had any suggestion to offer with a view to the prevention of fires, that he knew of nothing that would tend more towards that object than a rigid attention to the provisions of the new Building Act, which restricted warehouses to 30 or 35 squares. There were several warehouses in London that extended to 60 or 70 squares.

The Coroner remarked that where two or three houses were thrown into one, little attention was paid to the sufficiency of party-walls, provided the external walls were in compliance with the Act. He should think the introduction of iron doors a good plan. The new Building Act contained some very important regulations, to which it was the duty of the surveyor to attend.

A Juror wished to know what was the limit allowed for warehouses.

Mr. Braidwood explained that the square was 10 feet by 10 feet superficial; that was the largest limit allowed by the Building Act. There were many warehouses in the City of London covering 100 squares. The insurance offices were always anxious to afford assistance, but he must say they did not get fair play.

The Coroner: You will correct that, possibly, by stopping their insurances?

Mr. Braidwood: No; insurances will still be effected, and the offices will only get so much more.

The Coroner then said that from the evidence, it appeared the fire had been accidental. If the jury were satisfied, they would return a verdict to that effect. If they thought any further information could be obtained, he was willing to go on with the inquiry. He was quite in their hands.

The jury being unanimously of opinion that no further evidence could be got, found that the fire was the result of accident.

The jury was then discharged.

It was supposed that some authentic statement of the actual value of property destroyed would have been presented to the Court, but the subject was not mentioned. It was reported that Messrs. Bradbury and Co. are covered by insurances to the extent of 60,000 £., which is supposed to be far short of their real loss.

EXTRACT from "The Times" of 27th August 1845.

THE step taken by Mr. Payne, the Coroner for the City of London, in holding a Court to inquire into the origin and circumstances of the late fire in Aldermanbury, is one which we trust will be followed in all similar cases; and if it were to be extended to others (*in particular to railway catastrophes*)* where there is any appearance of criminal negligence, we believe it might be highly beneficial. In modern times it has been usual for coroners to sit only when death has ensued; but, in law, their jurisdiction is much more extensive. The revival of a branch of his power by Mr. Payne, after such long disuse, may naturally induce some speculation as to its legality; and for this reason we quote a few passages from the ancient statute of King Edward I., *De Officio Coronatoris*, from which it is perfectly clear that the duties of coroners were by no means limited to cases of sudden death; they are required to—

"Go to the places where any be slain, or suddenly dead or wounded, or where houses are broken, or where treasure is said to be found. Further, if any be appealed of rape, he must be attached, if the appeal be fresh, &c. Upon appeal of wounds, and such-like, especially if the wounds be mortal, the parties appealed shall be taken immediately. If it be for a maim, the party shall find more than four pledges; if it shall be for a small wound without a maim, two pledges shall suffice. Also, all wounds ought to be viewed, the length, breadth, and deepness, and with what weapons the wound is given, &c., all which things must be enrolled in the roll of the Coroners. Concerning wreck of the sea, &c. In like manner hue shall be levied for all murders, burglaries, and for men slain or in peril to be slain."

The above extracts plainly prove that the coroner's duty is to inquire, on behalf of the Crown, into a variety of matters affecting the public peace and safety; and in the event of fires, and colliery explosions, and railway crashes, we should be well pleased to see this officer instituting an investigation, even although the sufferers should be only half killed, maimed, or wounded. The negligence may have been as gross as where it has been more destructive to life. General Pasley's rapid *coup d'œil* may leave something to be gleaned by the searching scrutiny of Mr. Payne or Mr. Wakley.

EXTRACT from "The Times" of 10th October 1849.

The late FIRE in LONDON WALL.

YESTERDAY an inquest was held before Mr. Payne, the Coroner for London, to inquire into the cause of the late fire at Messrs. Gooch and Cousens', London Wall. After hearing the evidence of the various witnesses, who detailed the facts which have, for the most part, already appeared, the jury returned a unanimous verdict that the fire was occasioned by accident, and added that they considered the using of candles in warehouses to be very dangerous. The jury further expressed their opinion that inquiries into the cause of fires were highly useful, and hoped that the Coroner would continue them.

APPENDIX IV.

To the Worshipful the Gas and Water Committee.

Gentlemen,

ALTHOUGH no formal reference has, as yet, been made to me, I deem it my duty, for the information of your Committee, to put into the form of a report the result of my inquiries, instituted at the request of your Chairman, as to the existing powers of a coroner to hold an inquiry into the causes of fires which from time to time occur in the City.

The duties and powers of coroners as to inquests were referred to in Magna Charta, but the statute bearing directly upon, and which may be regarded as the one defining and regulating them, is the statute *De Officio Coronatoris*, 4 Edward I., stat. 2, which enacts that coroners ought, in addition to inquiring into questions concerning the death of a subject, when commanded by the King's Bailiffs, or by honest men of the country, to inquire *where houses are broken*, or where treasure is said to be found, who were the finders, &c., also to fix the deodands where death ensues, in connection with horses, boats, carts, mills, &c.. Jurisdiction is also given to inquire into the value of wrecks by the same statute. There is, however, no *express* mention in this statute of the power to inquire respecting the origin of a fire; none but the above powers or duties are specifically mentioned, and Blackstone and Hale, in their ancient commentaries on the jurisdiction of coroner, enumerate the powers above referred to, but no others, so that unless the power to inquire into a fire was included in that as to inquiry into the breaking of

* This has been remedied by inquiries being instituted by one of Her Majesty's Inspectors of Railways.

of houses, it does not seem to have the authority of a statute. A coroner's powers, however, were at common law in ancient times regarded as very extensive, and as against the authors above referred to may be set several old writers, who confidently assert that the jurisdiction of a coroner was not confined to cases of death, but that by the common law of the realm he could, in the case of accidents not resulting in death, issue a precept to the Sheriff or Bailiff of the place where the accident happened, to inquire into the truth of the casualty. Lord Coke, however, speaks definitely on the subject, when he says "the coroner can inquire of no felony, save the death of a man, and that only *super visum corporis*, and not otherwise;" showing clearly that, in his opinion, death must have resulted to give the coroner jurisdiction. Hale, in his *Pleas of the Crown* (1778 edition) goes through various statutes and cases relating to coroners, and concludes as follows:—"By what hath been before said, it appears that the coroner hath power to take an inquisition of felony of the death of a man, and of certain incidents thereto: (1) of accessories before the fact; (2) of the escape of the manslayer; (3) of his flight; (4) of his goods and chattels; but he hath no power to take inquisition of any other felony." Comyn, too, in his *Digest*, speaking of the office of coroner, says:—"The coroner may take an indictment on the death of a man, not for other felony." On the other hand, Hawkins, in his *Pleas of the Crown*, writing later, quotes the two last-named authors, and continues, "but since 4 Edward I. declares that coroners ought to inquire of breakers of houses, and of the breach of a prison, and since such powers have not been expressly taken away, it seems hard to say he may not still make such inquiries if he please."

This may be so with regard to those powers specifically mentioned in the statute of Edward I., but his remarks can hardly apply equally to the power to hold inquiry in case of fire, which was not mentioned in that statute, unless, as before suggested, such power was included in the power to inquire of breakers of houses; for otherwise, if it existed at all, it was a power founded on the common law, and not one created by statute. The question, however, seems to have been definitely decided in the year 1860, in the case of *The Queen v. Herford*, where a rule calling upon the Coroner of the City of Manchester to show cause why a writ of prohibition should not issue to prohibit him from further holding an inquisition respecting the origin of a fire in that city, was made absolute, and prohibition issued accordingly.

The rule was argued before Lord Chief Justice Cockburn and Justices Wightman and Blackburn, their ruling being to the effect that a coroner has no power to hold an inquisition respecting the origin of a fire. The Lord Chief Justice, in delivering judgment,* after referring to the statute of Edward I. and the authorities I have above quoted, says:—"I do not say that all doubt has been removed, but when we find that from the time of Edward I. this jurisdiction has never been exercised, when we find that the contemporaneous exposition of the statute agrees with the non-exercise of that jurisdiction, and that, in addition, the great authorities referred to declare in clear and explicit terms what the law is, we ought not to say that the jurisdiction exists, because we find that the matter is mentioned in Hawkins with some doubt. If such jurisdiction is to be exercised after the lapse of 500 or 600 years, it ought to be by the express authority of the Legislature, not because some persons may have entertained one opinion of the matter, and some another."

It does not appear to have been brought to the attention of the court that so recently as 30 years ago an inquiry was held by the coroner in the City of London in regard to the origin of a fire occurring on the premises of one of the members of the Court of Common Council. I have not yet been able to ascertain the exact details of such inquest.

I am of opinion that whether or not the jurisdiction of the coroner to inquire into cases of fire existed in ancient times, such jurisdiction could not be exercised now, in the absence of express authority to that effect. Where, however, a special custom prevails, as I believe is the case in Northumberland, the matter is different; but, so far as I have been able to ascertain, no special custom exists in the City of London, so as to exclude it from the effect of the decision above quoted.

I have, &c.
(signed) Hy. Homewood Crawford,
City Solicitor.

Guildhall, 27 October 1885.

* For full judgment, see page 42.

In the Queen's Bench.—1860—June 9-11.

The QUEEN v. HERFORD.

JUDGMENT.

COCKBURN, C. J.—I am of opinion that this rule should be made absolute, on the ground that a coroner who holds an inquest in the manner alleged in these affidavits acts beyond the proper limits of his office and jurisdiction. We have the authority of three of the gravest authors who have expounded and illustrated the law of England for saying that the duties of the office of coroner in holding inquests are limited to cases of homicide upon view of the body of the deceased. We have the authority of Lord Coke and of Lord Hale, who thus state the law in clear and distinct terms, and their opinion is adopted by Chief Baron Comyns, without the expression of the slightest doubt upon the question. I conceive that these authorities are amply sufficient, in the absence of any statutable authority, to make good the proposition of law that the coroner does not possess the authority contended for. Besides, from the time of the 4th Edward the First down to the last 20 years, there seems to have been an uniform abstinence from the exercise of such a jurisdiction. This raises a difficulty; for if it was part of the duty of the coroner to hold inquests in the case of felonies other than homicide, the jurisdiction would have been exercised from time to time; but, so far as can be shown, there has been conformably no exercise whatever of such a jurisdiction. This, in conjunction with the authorities, satisfies my mind that there is no such jurisdiction; but, besides that, it would seem that such was the opinion held by the Legislature. In old times the office of coroner was held by men of high position in the country, but when professional men came to be appointed, the Legislature provided for their remuneration in performing the duties of coroner. In doing so, it has invariably limited the remuneration to cases of homicide, or death by inadvertence. Therefore, it may be inferred that the Legislature considered that coroners did not possess the jurisdiction contended for; for, if otherwise, it would have provided for their remuneration, and would have taken care that they should receive proper fees where they held inquests in cases of arson, as well as in cases of death. The only difficulty is that arising from the statute *De Officio Coronatoris*, and from the passage in *Britton*. At first sight the language of the statute appears to raise some difficulty, for it speaks of cases where "houses are broken," as well as when "any be slain, or suddenly dead or wounded," which might seem to imply that the coroner may hold inquests in cases of burglary and housebreaking. But I think that Mr. Mellish has removed that difficulty by showing that the statute was more or less an abridgment of the law laid down by Bracton; when we refer to his work, we find that he was speaking either of cases of appeal, or of the inquest to be held by the coroner *super visum corporis*, in cases of homicide or of sudden death. The difficulty is removed when Bracton is looked at. Mr. Mellish has also given a satisfactory explanation of the passage in the statute of Marlebridge, so far as words so obscure can be explained. I do not say that all doubt has been removed, but when we find that, from the time of the 4th Ed. I., this jurisdiction has never been exercised; when we find that the contemporaneous exposition of the statute agrees with the non-exercise of that jurisdiction, and that, in addition, the great authorities referred to declare, in clear and explicit terms, what the law is, we ought not to say that the jurisdiction exists, because we find that the matter is mentioned in Hawkins with some doubt. If such jurisdiction is to be exercised after the lapse of 500 or 600 years, it ought to be by the express authority of the Legislature, not because some persons may have entertained one opinion of the matter and some another.

WIGHTMAN, J.—This is a case of very general importance; and, as I understand that of late years inquests have been held in like cases, and as no express decision upon the matter has been brought before us, I should have wished for time to compare the cases, and look into the authorities with more care; but as the Lord Chief Justice has expressed a very clear opinion upon the point, and as I am disposed to agree with that opinion, I do not wish to raise any doubt. The original jurisdiction of the coroner has been to a great extent limited by Magna Charta, c. 17. The stat. *De Officio Coronatoris* is chiefly directed to holding inquests in cases of death, although housebreaking and other matters are mentioned; but these, as appears from what Lord Coke says, relate to such as concern the death of a man. The great point is this, that from that time downwards there is no instance, except in a few cases in modern times, where a coroner has exercised the jurisdiction of holding inquests, except upon the death of a man. Lord Coke says that he has no power to hold such an inquest, except in case of death, for, in 2 Inst. page 31, he writes, "And what authority hath the coroner? The same authority he now hath in case when any man come to violent or untimely death *super visum corporis*," &c. He there contrasts the duties of the Sheriff and Coroner respectively. This opinion I find to be fortified by Lord Hale, who says, in the passage which has been referred to, "that regularly the coroner hath no power to take inquisitions, but touching the death of a man," &c. True, there is a dictum to the contrary in 2 Hawk. P.C. (by Curwood), 79, c. 9,

c. 9, sec. 21, for he says, "This statute being wholly directory and in affirmance of the common law, doth neither restrain the Coroner from any branch of his power, nor excuse him from the execution of any part of his duty not mentioned in it, which was incident to his office before;" and at page 83, sec. 35, "since it is expressly declared by the above-mentioned statute that a Coroner ought to inquire of the breakers of houses; and it is said by Britton that he may inquire of rape, and of the breach of a prison, and such power hath never been expressly taken from him; it seems hard to say that he may not still make such inquiries if he please." But all these passages must be looked at with this observation, that there is great obscurity in these ancient authorities, and that, after all, the best exposition of what are the duties of an ancient office is what has been the custom. Here we find that there has been no instance till in quite recent times of Coroners having exercised such a jurisdiction as that which is now claimed. Whether it would be an advantage that such a jurisdiction should be exercised, I know not; but, upon the whole, although I have some doubts upon the subject, it seems to me that the jurisdiction does not exist.

BLACKBURN, J.—I am of the same opinion. We are called upon to prohibit the Coroner from holding the inquest, upon the ground that if he did so, he would be acting without jurisdiction. We have the power to make the rule absolute, if we think that the Coroner has no such jurisdiction. It is said that he had it at common law; and that, although Magna Charta took away many parts of that common law jurisdiction, this particular part is left untouched by that or any other statute. Now, it has not been exercised for a very long time, and therefore it lies upon those who allege that it still exists, to show that it has not been taken away. They might show that it had been exercised, or that the text-writers declared that it had not been taken away. But the first has not been done; and, as far as the text-writers go, it is declared by Staunford, who upon this point is a great authority, by Lord Coke, by Lord Hale, and by Chief Baron Comyns, that the Coroner has no jurisdiction to hold an inquest except in the case of a body lying dead. Then, as to the exercise of the jurisdiction in old times, only two instances are brought before us, and those in the City of London, and in the Court of the Sheriff and Coroner by way of appeal, not before the Coroner in the way of an inquisition. Mr. Mellish has explained that the Court of the Sheriff and the Coroner is an ancient Court, distinct from that of the Coroner alone, so that the cases referred to are no decisions upon the matter before us. In the "Book of Assize," 27 Ed. 3, fol. 141, pl. 55, we find that the Court of King's Bench sent back an indictment, giving as a reason that the Coroner could not hold an inquest except upon the view of the body, or by special writ sent him for the purpose. Again, in 35 Henry 6, pl. 33, fol. 27 B, the same proposition is stated, and though it is not certain whether the statement is made by one of the judges or by the counsel, it seems to be put as clear and distinct law, that a Coroner cannot hold the inquest, except as above mentioned, and nothing is stated to the contrary. In the course of the learned argument which has been addressed to us, obscure and difficult passages have been referred to in the "Mirror of Justices" and elsewhere, but they are not sufficient to show that at common law the Coroner had the authority which he is now alleged to have. If he had, it is clear that Magna Charta took it away. It is very true that no statute can be abrogated by mere non-user, but where the non-user has prevailed for many hundred years, it affords a very good argument that that which had not been used for so long a time has no existence. My Brother Crompton authorises me to say that he agrees with the view which has been expressed, and that the only thing about which he felt any difficulty was the passage in the statute *De Officio Coronatoris*, and that Mr. Mellish has cleared up that difficulty to his satisfaction.

COCKBURN, C. J.—If we did not state our opinion sufficiently during the argument, I wish to add that we have no doubt that a prohibition may issue to control a court of criminal jurisdiction equally as a court exercising civil jurisdiction.

APPENDIX V.

To the Worshipful the Gas and Water Committee.

Gentlemen,

FOLLOWING up my Report to you of the 27th October last, I beg to say that I have continued my inquiries in connection with the reference to your Committee from the Court of Common Council in regard to the existing powers of the Coroner, and generally, as to the steps to be taken to institute an inquiry in cases of fire.

I have placed myself in communication with Sir John Humphreys, the senior Coroner, and he has favoured me with the following information:—

"The last inquest I held in case of a fire without a death was May 1860, and in the parish of Tottenham. Prior to the holding of that inquest, which was held on the written requisition of the churchwardens, overseers, and several inhabitants, there

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there had been a fire every week for some weeks past within the parish. After the inquest they suddenly ceased altogether, and I entertain no doubt, were wilfully raised. The insurance company, on the strength of the evidence given at the inquest, refused to pay under the policy. An action against the insurance company followed, and the company succeeded in defeating the claim. In about the same, or following year, the question of the right of Coroner to hold an inquest in cases of fire without death was the subject of proceedings at Westminster Hall, and, I think, in the Court of Queen's Bench. The case was very badly argued on the part of the Coroner, and the Court held that he had no such power. At that period Serjeant Payne was Coroner for the City, and, up to that time, had frequently held inquests, supposed to be wilfully raised in the City, and he over and over again assured me that, during the time he held those inquests, the fires in the City were exceptionally few, and that, so soon as he had to desist from inquiries in such cases, the fires greatly increased. I might say, in conclusion, that, speaking broadly, I have no doubt that many of the fires in the metropolis are wilfully raised, and which opinion, I have no doubt, the insurance companies would fully indorse."

Sir John Humphreys also expressed his willingness to assist in any way he could.

I also communicated with Mr. Brown, the late Procurator Fiscal of Lanarkshire, who now holds the office of Sheriff's Substitute for Aberdeen, and who, as your Committee will doubtless remember, was examined before the Select Committee of the House of Commons on the Coroners Bill, in the month of July 1879; and that gentleman has been good enough to furnish me with the following statement:—

"As you are doubtless aware, our system of criminal inquiry—and I consider inquests upon fires to form a branch of that—is secret. There is no public official in Scotland who, properly speaking, can be called a coroner, but corresponding duties are to a very large extent performed by the Procurator Fiscal. It is the duty of the official last named to investigate crime of every description. Cases which admit of being disposed of summarily he can deal with at his own hand, as regards fixing the Court where the accused is to be tried. But, in all other cases, to which summary punishment (the maximum being sixty days' imprisonment) is unsuitable, the Procurator Fiscal of each county must make a report to the Crown Office from which the cases, according to the districts in which the counties are divided for this purpose, are distributed among the deputed of the Lord Advocate, who decide in what Court a case is to be tried, which may be in one of three ways, either summarily before the sheriff, or before the sheriff sitting with a jury, or before the Assize Court. The duties of the Procurator Fiscal, apart from common law, are provided for by regulations and instructions issued from time to time by the Lord Advocate, who may be said practically to superintend the whole system of criminal inquiry in Scotland. One of the instructions which the Procurator Fiscal receives from the Lord Advocate is that *he shall investigate all cases of fire*. That is obviously his duty where a criminal purpose is disclosed; but proceeding, as such occurrences frequently do, from occult causes, it is considered necessary to provide a general system of inquiry by way of precaution. In Glasgow, where the Procurator Fiscal has such an immense amount of work compared with other places, I fear that fires involving but trifling damage to property were sometimes neglected, but the Lord Advocate's instructions to Procurators Fiscal in this matter are quite distinct. The Procurator Fiscal is an officer payable in Exchequer, and a practical condition of his recovering any part of his expenditure is that his investigations shall be reported to the Crown Office; because nothing is sanctioned in Exchequer except in connection with a reported case. Until a comparatively recent date, the Procurator Fiscal was in use to take his instructions from the sheriff, who is theoretically responsible for the proper inquiry into crime within his district; and necessarily he still consults with him a good deal; but the Lord Advocate has gradually assumed a closer supervision over the Procurator Fiscal; so that, practically, the system of inquiry we have is one in which he is at the head, and includes not only all cases which may be regarded as crime proper, but also *reports of fires* and reports of cases of sudden death. In this county every case of fire, however trifling the damage, is reported to the Lord Advocate, and I know it is a matter about which the Crown Office have shown much solicitude that Procurators Fiscal shall not neglect their duty in this respect. I daresay you are also aware that the investigation made by the Procurator Fiscal is strictly a private one, consisting of declarations taken from the witnesses as to their knowledge of the facts, and forwarded with a report of the case for the consideration of the Crown Counsel. My own opinion, based upon a considerable experience, is that our system is a bad one, and that it would be better for the proper elucidation of crime, and tracing unexplained events to their true causes, if the witnesses were examined in public, which might be done by the Procurator Fiscal holding an inquest in public before the sheriff. This he does now, as provided by statute, in cases of sudden death occurring within a prison, the sheriff being required to hear the witnesses examined, and to certify the cause of death.

"Taking the case of a *fire*, I may explain that Crown Counsel, or the Deputies of the Lord Advocate, have the declarations of the witnesses submitted to them, and it lies

lies with them to determine either that there shall be no further proceedings, the inquiry having proved satisfactory, or to pronounce any other order which they may consider proper."

I have also communicated with Captain Shaw and the Metropolitan Board of Works, and I am pleased to inform you that Captain Shaw has been granted the necessary permission to attend before your Committee to furnish you with any information in his power likely to be useful.

As the result of my communication with the Clerk to the Metropolitan Board of Works, I find that the late Mr. Payne, City Coroner, in the month of December 1882, drafted a Bill to make provision for investigating the causes and circumstances of fires where no death has taken place, and forwarded the same to the then Secretary of State for the Home Department, who referred Mr. Payne's communication and the Draft Bill to the Chairman of the Metropolitan Board of Works for him to submit to that body, and to favour him with an expression of their opinion upon Mr. Payne's proposal.

Mr. Payne's Bill provided for the COMPULSORY holding, by the CORONER, of an inquest in the case of EVERY fire.

A correspondence ensued between the Metropolitan Board of Works and the Home Secretary, the result of which was that the Metropolitan Board of Works expressed an opinion that it was desirable that such an inquiry should be held, and expressed their willingness to defray the necessary expenditure in all cases where the Board considered it necessary that such inquiries should be held; *provided some other officer than the Coroner (to be appointed by the Secretary of State) should hold the inquest*; and that the Board should be entitled to attend the inquiry and take such steps as might be necessary to ensure the attendance of witnesses and the production of all necessary documents.

Since the month of March 1883 nothing appears to have been done in the matter. I think I am justified, however, in stating that the Metropolitan Board of Works still hold the same opinion as to the desirability of having the proposed inquiry.

I have arranged with Captain Shaw to attend before your committee, at its meeting to-day, and I have every reason to expect that very valuable information will be elicited from that officer, likely to be of great use to your committee in determining the future course to be adopted upon the reference before you.

I have, &c.

(signed) H. Homewood Crawford,
City Solicitor.

Guildhall, 8 December 1885.

(Copy.)

"Dear Sir,

"Guildhall, 3 December 1885.

"THE Corporation of London, through one of its committees, is engaged upon an important inquiry in connection with the holding of inquests in cases of fire. As most valuable information could be given by Captain Shaw, I shall be glad to hear whether there is any objection, on the part of your Board, to that officer attending the committee, at its meeting to be held on Tuesday next, at 1.15.

"Requesting the favour of a reply, at your earliest convenience,

"Believe me, &c.

(signed) "H. Homewood Crawford.

"J. E. Wakefield, Esq.,

"Clerk to the Board, Metropolitan Board of Works,
"Spring Gardens, S.W."

"Sir,

"Spring Gardens, S.W., 4 December 1885.

"IN reply to your letter of the 3rd instant, I have to inform you that the Board has much pleasure in acceding to the request that Captain Shaw, the Chief Officer of the Fire Brigade, may be allowed to attend a committee of the Corporation which is inquiring into the question of holding inquests in cases of fire. I have accordingly asked Captain Shaw to be good enough to attend at the Guildhall on Tuesday next, at 1.15 p.m., the time named in your letter.

"It has occurred to the Board that it may be interesting to your committee to have a copy of a communication made to the Board by the Secretary of State on this subject in January 1883, and of the Board's reply thereto. I accordingly send you a copy of the correspondence that then took place.

"I am, &c.,

(signed) "J. E. Wakefield,
"Clerk of the Board.

"The City Solicitor, Guildhall, E.C."

"Sir,
 " I AM directed by the Secretary of State to transmit to you the enclosed letter from Mr. W. J. Payne, Coroner for London and Southwark, forwarding a Draft Bill to enable coroners to hold inquiries as to the causes of fires where no death has taken place, and I am to request that you will submit the same to the Metropolitan Board of Works, and favour him with an expression of their opinion upon this proposal.

"The Chairman of the
 "Metropolitan Board of Works."

"I am, &c.
 (signed) "A. F. O. Liddell.

(Copy.)

"Coroner's Court, Golden-lane, E.C.,
 "27 December 1882.

"Sir,
 "FROM what I hear it is probable that in the next Session an application will be made to Parliament for an official inquiry into the cause and origin of fires when no death has taken place. I take the liberty of enclosing a Draft Bill, which, I think, will meet all difficulty.

"Many years ago, my father, the late Mr. Serjeant Payne, revived the inquiry, with great advantage to the public, and I, then being deputy coroner, held many of those inquiries, so may presume to know something about them.

"By a curious coincidence, the first inquiry by him took place in the Ward of Cripple-gate, where the last great fire occurred.

"To make the inquiry certain all over the kingdom would require the appointment of a very large staff of officers; but, there being coroners in every county, the machinery is already formed, and only requires to be set in motion.

"An inquiry by a jury of the neighbourhood would insure a knowledge of the locality, and, in most cases, an acquaintance with the premises burnt.

"I have, &c.
 (signed) "Wm. John Payne,
 "H.M. Coroner for London and Southwark.

"The Right Honourable
 "The Secretary of State, M.P., &c., &c."

A

B I L L

To make Provision for Investigating the Causes and Circumstances of FIRES
 where no DEATH has taken place.

WHEREAS it is doubtful from non-user whether coroner has now the power to inquire into the origin and circumstances of fires where no death has occurred.

And whereas it is expedient to make better provision for such inquiry.

Be it enacted, &c.

Coroner to hold
 inquiry respecting
 fires occurring
 within his juris-
 diction.

1. Every coroner shall within the limits of the county, riding, division, district, city, borough, liberty, franchise, or place for which he acts as such coroner, for the purpose of holding inquests respecting the death of man, hold inquiry respecting fires happening within such limits and jurisdiction.

Police to report all
 fires to coroner.

2. Police to report all fires to coroner within whose jurisdiction such fires occurred within days after each such fire, such fires to include the burning of premises and stacks of hay or corn or other property, and any vessel burnt in any river or dock; and on such report the coroner shall exercise his discretion as to the necessity for holding an inquiry.

Inquiry to be held
 publicly before
 coroner and jury.

3. Every such inquiry to be held publicly in open court by the coroner or his deputy, and before a jury of 12 of the inhabitants of the place where such fire occurred.

Jury may find
 verdict of arson if
 evidence warrant it.

4. The coroner shall inquire respecting the cause and circumstances of such fire, and of the water supply, &c., and whether there is ground to believe that such fire was caused or aggravated by the wilful or unlawful act or default of any person, whether known or unknown; and, if known, the jury shall, if the circumstances shall warrant it, find a verdict of arson against such person or persons, in order that he or they may be placed on their trial for such offence, and such verdict and inquisition shall have the force and effect of an indictment. Provided that if such accused person shall not have been present at the inquiry before the coroner, he shall be taken before a police or other magistrate, as an accused person, to answer such charge.

Coroner to take
 evidence in writing,
 &c.

5. The coroner or his deputy shall take down in writing so much of the evidence as he shall deem material, and the same shall be signed by such coroner or deputy coroner.

6. That

6. That within a fortnight after such inquiry, the coroner shall make a report to the Secretary of State of the result of every such inquiry, as is now done in railway accidents. Such report and evidence, if duly signed by such coroner or deputy coroner as aforesaid, shall be evidence that such report and evidence were duly made and taken down in pursuance of this Act.

Coroner to make report to Secretary of State.

7. That for the purpose of such inquiry under this Act, the coroner and jury may enter and view such premises or place where the fire happened.

Coroner and jury may enter premises to view.

8. Subject to the provisions of this Act, the coroner shall, for the purpose of such inquiry and report, have all the same power and authority as he now possesses in the case of any inquest on any person deceased.

Coroner to have same powers as in inquests on the death of man.

9. At the close of every such inquiry the coroner shall allow and pay the expenses of witnesses summoned or examined before him, according to a scale which shall be framed by the Home Secretary, and which may be varied by him from time to time; such expenses and the coroner's fee for holding the inquiry to be according to the Schedule to this Act, and to be repaid to such coroner out of the county rate.

Coroner to pay expenses of inquiry.

SCHEDULE.

	£.	s.	d.	
Coroner, per day - - - - -	-	-	-	Schedule of Fees, &c.
Witnesses, per day, not exceeding, each Witness - - - - -	-	-	5	-
Room for Inquiry, per day, not exceeding - - - - -	-	1	-	-
Officer, summoning jury and witnesses, and attending court, not exceeding, per day - - - - -	-	-	10	-
Jurors, each, per day - - - - -	-	-	2	6

Act to come into operation, 1883.

To be cited as the "Fires' Inquiry Act, 1883."

(Copy.)

" Metropolitan Board of Works, Spring Gardens,
" 31 January 1883.

" Sir,

" THE Board has had under consideration the question referred to in your letter of the 2nd instant relative to the desirability of inquiries being held into the cause of fires where no death has taken place. You forwarded, by direction of the Secretary of State, a letter from Mr. W. J. Payne, the Coroner for London and Southwark, and a Draft Bill prepared by him to enable coroners to hold such inquiries, and you state that the Secretary of State would be glad to have the Board's opinion upon this proposal.

" I have now to state that the Board, having carefully considered the question, has come to the conclusion that it is desirable that a public inquiry should be held into the origin of fires in such cases as the Home Secretary or the Board may consider necessary. The Board is, however, of opinion that the inquiry should be held by some officer other than a coroner, to be appointed by the Secretary of State, and that the Board should be entitled to attend such inquiry, and to take such steps as might be necessary to insure the attendance of witnesses and the production of documents.

" The Under Secretary of State,
" Home Department, S.W."

" I am, &c.
(signed) " J. E. Wakefield,
" Clerk of the Board.

" Sir,

Whitehall, 10 February 1883.

" WITH reference to your letter of the 31st ultimo, stating that in the opinion of the Board it is desirable that an inquiry should be held into the causes of fires where no death has taken place, and that the inquiry should be held by some officer other than a coroner, I am directed by the Secretary of State to request that you will be so good as to inform him whether the Board are prepared to defray the necessary expenditure in connection with such inquiry.

" The Clerk to the
" Metropolitan Board of Works."

" I am, &c.
(signed) A. F. O. Liddell.

"Metropolitan Board of Works, Spring Gardens,
7 March 1883.

"Sir,

"In reply to your letter of the 10th ultimo, inquiring by direction of the Secretary of State, whether the Board is prepared to defray the necessary expenditure of any inquiry which may be held into the causes of fires where no death has taken place, I am directed to state that the Board will undertake to defray the necessary expenditure in all cases where the Board considers it necessary that such inquiries should be held.

"I am, &c.

(signed) "J. E. Wakefield,
"Clerk of the Board.

"The Under Secretary of State, Home Department,
Whitehall, S.W."

APPENDIX VI.

STATEMENT of Captain *Eyre Massey Shaw*, Chief Officer of the Metropolitan Fire Brigade.

THE question of official investigations into the causes of fires arises periodically in England, but nothing is ever done with it; a few articles appear in the newspapers, and there the matter ends. The fact is, that investigations cost money, and that heavily taxed communities are unwilling to increase their expenses. They seem to prefer an occasional growl against some imaginary authority (really themselves) to a payment in cash to an actual rate-collector; and, taking all the circumstances into consideration, it is quite possible that they may not be altogether wrong.

Certainly, an increase of paid officials, merely for the purpose of investigating the causes of fire, without in any way reducing the material losses resulting from it, would be a serious matter, unless, as some affirm, not without reason, the existence of such officials would itself act as a deterrent to the fraudulent or criminal, and as a stimulant to the negligent or thoughtless.

As it is, almost everything is left to chance; no public official has the right even to investigate beyond a certain point, and, doubtless, many a criminal escapes.

Something, however, is done. The fire brigade officer in charge before leaving the scene makes every possible inquiry in order to discover the circumstances that led to the fire; but the result is in many cases without effect, the number of fires in London for which a cause can with any certainty be assigned being only about 80 per cent. of the total number, leaving some 20 per cent. unaccounted for.

Many have recommended that a strict investigation should be made by responsible officials having power to examine witnesses on oath; but a careful consideration of the subject will show that the universal adoption of such a course would be surrounded by many difficulties.

The time occupied in these inquiries, and the consequent expense, would be simply enormous, and the money might, perhaps, be more profitably laid out on stations, firemen, engines, and extinguishing appliances of every kind. The constant trials would absorb the whole time of all concerned, both sufferers and firemen, and would occasion an almost complete stoppage of their business.

Perhaps it ought to be explained that the term "sufferer" is applied by firemen to the owner of property damaged or destroyed by fire, and the term "customer"; to those who have had more than one fire.

There are, undoubtedly, many members of every community whose private business would not bear the light of an official inquiry. The persons concerned might be perfectly innocent of any unlawful action in connection with the fire, but they might, all the same, be irretrievably ruined by the exposure of their affairs.

The curiosity aroused might also prove disagreeable, and there would be great danger of such inquiries being made use of for the pecuniary ends of those commercially interested in opposition; in short, their rivals in trade. Many would take such an opportunity for bringing forward any unpleasant circumstances concerning the career of the sufferer, and, under cover of giving evidence, spreading slanderous reports.

In the City of London and the borough of Southwark, in 1845, special fire inquests were held by the coroner on the causes of all fires which were thought to be doubtful in their origin. These inquiries were carried on until the beginning of the year 1850, and were then discontinued, as it was found by the authorities that the amount of money expended far exceeded the importance of the results, and there was understood to be some doubt as to the strict legality of the proceedings, or of the payments rendered necessary by them. It was said at the time that, although, perhaps, inquests might legally be held, there was no fund out of which the expenses could be paid except in the event of loss of life.

From

From the year 1845 to 1850, 71 fire inquests were held, with the result that nine fires were found to have been wilfully caused, 34 to have been accidental, and in 28 cases no conclusion at all could be arrived at. In four out of the nine cases the persons implicated were prosecuted; but out of the four there was only one conviction.

All who have ever studied the subject have given their opinion that a power of some kind should exist for holding investigations concerning the origin and circumstances of fires; but no satisfactory solution of the difficulties surrounding the question has been proposed. An investigation into *every* case would prove an unmitigated nuisance, and involve prodigious expense.

Taking for instance London, with over 2,000 fires in the year, and allowing the very moderate cost of 50 *l.* for each investigation, there would be an annual expenditure of more than 100,000 *l.* a year, which nearly equals that of the existing brigade. But, on the other hand, if an investigation is not to take place concerning every fire, where should the line be drawn? Should an authority be appointed to decide as to the necessity for investigating special cases? Should this authority be a court, a jury, an individual, or a consulting committee of police, firemen, and others? And, in the event of its being a court, should it be a fixed or a movable court? What would be the result of their action in the event of their deciding that an investigation should be held? What, in the event of this decision being acted on, and proving to have caused damage to an innocent person? And lastly, should any limit be imposed on the power of the court to compel warehouse-keepers, dock-owners, wharfingers, and other agents, to disclose the affairs of their customers?

These are only a few of the formidable difficulties which seem to have overwhelmed every one who has hitherto attempted to deal with the subject of investigation.

Probably the simplest solution of the matter would be to appoint a salvage corps with a recognised authority, in conjunction either with the fire brigade or the police; but the expense of such an arrangement would also be appreciable, and the service rendered would be on behalf, not of the ratepayers, who would pay for it, but more frequently of the persons who, whether innocently or not, cause the fires.

It may seem strange that such a city as London should never have had a salvage corps; but, when it is remembered that in the event of a fire there are at present several forces working independently, it will be seen that those who have experience would naturally hesitate to add another.

There are now the police, the water companies, the insurance companies' private salvage corps, and the fire brigade, and the addition of a public salvage corps might only cause confusion; but there can be no doubt that the time is coming when it will be absolutely necessary that some arrangement shall be made for the protection of the enormous quantity of uninsured property, which is stated by the insurance companies to amount to four-fifths of the whole, although other authorities estimate it only at one-half.

But whatever the proportion may be there can be no doubt that the value of uninsured property in such a city as London is enormous, and that there ought to be some recognised body entrusted with the duty of guarding and otherwise protecting it during and after fires, and with the power of investigating all circumstances connected with fires.

8 December 1885.

(signed) *Eyre M. Shaw.*

R E P O R T

FROM THE

SELECT COMMITTEE

ON

**CITY OF LONDON (FIRE INQUESTS)
BILL;**

TOGETHER WITH THE

**PROCEEDINGS OF THE COMMITTEE,
MINUTES OF EVIDENCE,
AND APPENDIX.**

*Ordered, by The House of Commons, to be Printed,
13 April 1888.*

[Price 7 d.]

116.

Under 6 oz.

H.—1. 5. 88.

R E P O R T
FROM THE
SELECT COMMITTEE
ON
C O M M O N S;
TOGETHER WITH THE
PROCEEDINGS OF THE COMMITTEE
AND
MINUTES OF EVIDENCE.

*Ordered, by The House of Commons, to be Printed,
12 June 1888.*

LONDON:
PRINTED BY HENRY HANSARD AND SON;
AND
Published by EYRE and SPOTTISWOODE, East Harding-street, London, E.C.,
and 32, Abingdon-street, Westminster, S.W. ;
ADAM and CHARLES BLACK, North Bridge, Edinburgh ;
and HODGES, FIGGIS, and Co., 104. Grafton-street, Dublin.

Ordered,—[*Tuesday, 27th March 1888*]:—THAT a Select Committee be appointed to consider every Report made by the Land Commissioners of England, certifying the expediency of any Provisional Order for the inclosure or regulation of a Common, and presented to the House during the last or present Sessions, before a Bill be brought in for the confirmation of such Order.

THAT it be an Instruction to the Committee that they have power, in respect to each such Provisional Order, to inquire and report to the House whether the same should be confirmed by Parliament; and, if so, whether with or without modification, and in the event of their being of opinion that the same should not be confirmed, except subject to modifications, to report such modifications accordingly with a view to such Provisional Order being remitted to the Land Commissioners.

THAT the Committee do consist of Twelve Members, Seven to be nominated by the House, and Five by the Committee of Selection.

Sir Walter Barttelot.	}	Nominated by the House.
Mr. Bryce.		
Mr. Elton.		
Mr. Walter James.		
Mr. Story-Maskelyne.		
Mr. Richard Power.		
Mr. Wroughton.		

Viscount Curzon.	}	Added by the Committee of Selection [<i>Wednesday, 11th April 1888</i>].
Mr. Davenport (Staffordshire).		
Mr. Ellis (Merionethshire).		
Mr. Hunter.		
Mr. Jasper More.		

THAT the Committee have power to send for Persons, Papers, and Records.

THAT Five be the Quorum of the Committee.

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R E P O R T.

THE SELECT COMMITTEE appointed to consider every REPORT made by the LAND COMMISSIONERS for ENGLAND, certifying the expediency of any PROVISIONAL ORDER for the INCLOSURE or REGULATION of a COMMON, and presented to the House during the last or present Sessions, before a Bill be brought in for the confirmation of such Order; and who were instructed that they have power in respect to each such Provisional Order to inquire and report to the House whether the same should be confirmed by Parliament, and, if so, whether with or without modification; and in the event of their being of opinion that the same should not be confirmed, except subject to modifications, to report such modifications accordingly, with a view to such Provisional Order being remitted to the Land Commissioners;—HAVE considered the REPORTS of the LAND COMMISSIONERS certifying the expediency of PROVISIONAL ORDERS for—

THE REGULATION OF THERFIELD HEATH AND GREENS, HERTFORDSHIRE,

and are of opinion,—

That the same ought to be confirmed by PARLIAMENT without modification.

The Select Committee further reported, That they are of opinion that there should be inserted in the Confirming Act provisions empowering the Land Commissioners to sanction the sale or exchange of portions of Therfield Heath, or of the whole or any part of the Greens, except such portions of the Heath as lies near to or adjoins the Town of Royston, not exceeding on the whole 25 acres, for the purpose of obtaining a recreation ground adjacent to the Village of Therfield, together with such further provisions in relation thereto as may be necessary.

12 *June* 1888.

PROCEEDINGS OF THE COMMITTEE.

Tuesday, 17th April 1888.

MEMBERS PRESENT :

Sir Walter Barttelot.
Mr. Jasper More.
Mr. Elton.

Viscount Curzon.
Mr. Walter James.
Mr. Davenport (Staffordshire).

Sir WALTER BARTTELOT was called to the Chair.

The Committee deliberated.

[Adjourned till Tuesday, 1st May, at Twelve o'clock.]

Tuesday, 1st May 1888.

MEMBERS PRESENT :

Sir WALTER BARTTELOT in the Chair.

Mr. Davenport (Staffordshire).
Mr. Elton.
Mr. Jasper More.

Mr. Walter James.
Mr. Bryce.

THE REGULATION OF THERFIELD HEATH AND GREENS, HERTFORDSHIRE.

Special Report of the Land Commissioners as to the Regulation of Therfield Heath and Greens, Hertfordshire, was read.

Colonel *G. A. Leach* and Mr. *H. S. Milman* were examined.

[Adjourned till Tuesday next, at Twelve o'clock.]

Tuesday, 8th May 1888.

MEMBERS PRESENT :

Sir WALTER BARTTELOT in the Chair.

Mr. Davenport (Staffordshire).
Viscount Curzon.
Mr. Elton.
Mr. Walter James.

Mr. Bryce.
Mr. Jasper More.
Mr. T. Ellis (Merionethshire).
Mr. Hunter.

PROPOSED REGULATION OF THERFIELD HEATH AND GREENS, HERTFORDSHIRE.

In support of the Regulation, Mr. *Dalton Nash*, Mr. *Francis J. Fordham*, Mr. *J. E. J. Phillips*, Rev. *J. G. Hale*, Mr. *R. G. Hart Dyke*, Mr. *W. H. Lees*, and Mr. *Lyons Walcott*, were examined.

Colonel *G. A. Leach* was further examined.

The Committee decided to adjourn until another meeting had been held at Therfield to ascertain the wishes of the inhabitants.

[Adjourned till Tuesday, 12th June, at Twelve o'clock.

Tuesday, 12th June 1888.

MEMBERS PRESENT:

Sir *WALTER BARTTELOT* in the Chair.

Mr. *Jasper More*.
Mr. *Story-Maskelyne*.
Mr. *Walter James*.

Mr. *Bryce*.
Mr. *T. Ellis* (Merionethshire).
Mr. *Elton*.

THE REGULATION OF THERFIELD HEATH AND GREENS, HERTFORDSHIRE.

Mr. *H. S. Milman* and Colonel *G. A. Leach* were further examined.

Mr. *James Bullen*, Mr. *Herbert Ray Archer*, and Mr. *Edward Robinson* were examined.

Motion made, and Question, "That the Provisional Order ought to be confirmed without modification,"—put, and *agreed to*.

Resolved, "That there be inserted in the Confirming Act provisions empowering the Land Commissioners to sanction the sale or exchange of portions of Therfield Heath, or of the whole or any part of the Greens, except such portions of the Heath as lies near to or adjoins the Town of Royston, not exceeding on the whole 25 acres, for the purpose of obtaining a recreation ground adjacent to the Village of Therfield, together with such further provisions in relation thereto as may be necessary."

Motion made, and Question, "That this Resolution be reported to the House,"—put, and *agreed to*.

Ordered, To Report.

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MINUTES OF EVIDENCE.

Tuesday, 1st May 1888.

MEMBERS PRESENT :

Sir Walter Barttelot.
Mr. Bryce.
Mr. H. T. Davenport.

Mr. Elton.
Mr. Walter James.
Mr. Jasper More.

SIR WALTER BARTTELOT, IN THE CHAIR.

Lieutenant-Colonel G. A. LEACH, R.E., called in; and Examined.

Chairman.

1. You are one of the Land Commissioners?—I am.

2. And you have generally appeared before this Committee to give evidence with regard to the circumstances of the case of each proposed enclosure?—I have generally appeared before the Committee, but the whole of the Commissioners take a part in arranging Provisional Orders for Inclosure and Regulation.

3. The Provisional Order at present before us is for the regulation of Therfield Heath and Greens in the county of Hertford?—Yes.

4. Is it the fact that Therfield Heath contains 431 acres?—Therfield Heath is 413 acres, the Greens making up the remainder.

5. Two of the Greens, I believe, are in a different manor from that in which Therfield Heath is situated?—Therfield Heath is in a manor belonging to the Ecclesiastical Commissioners, Ducks Green and Therfield Greens are in the manor of Therfield Rectory.

6. Therefore the whole is within one manor except two greens which are in the other manor?—Yes.

7. The one manor being the Ecclesiastical Commissioners' Manor, and the other manor the Therfield Rectory Manor?—Yes.

8. Have you had all the proper notices posted in the parish of Therfield?—We have had all the proper notices posted.

9. Where were they posted, and when were they posted?—I may mention that at the meeting of the Committee last Session the Chairman expressed a wish that we should be prepared to state what notices were posted, and where they were posted, and if it is the wish of the Com-
0.85.

Chairman—continued.

mittee I will read the notices which have been posted, and state where they have been posted. The first notice is the notice published in the newspaper of the intended application to the Commissioners; that is inserted under the direction of the Commissioners by the promoters in the newspaper.

10. In the local newspaper?—In the local newspaper it is inserted for two weeks. The second notice is a notice which is posted all over the parish of the meeting to be held by the Assistant Commissioner, and that notice is also published in the local newspaper; the notice was posted in 15 different places in the parish; then what took place at the meetings held by the Assistant Commissioner, was very fully reported in the local newspaper. There is a further notice published in the same way in the newspaper, and in the parish when the Commissioners issue their Provisional Order. And there is a fifth notice extensively posted of the inquiry by this Committee.

11. It was necessary to post notices also at Royston, was it not?—Notices were posted at Royston, as well at Therfield.

12. And, in fact, in your judgment and belief, was every means taken to inform the inhabitants of both places that this proposal was about to be submitted to Parliament after an inquiry had been held?—Certainly, and I have no doubt that they have been fully informed.

13. A question was asked you the other day with regard to the greens; there is no doubt about these greens being in these two different manors, and that they are greens that are very much
A used

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Lieut. Colonel LEACH, R.E.

[Continued.]

Chairman—continued.

used and available for public recreation?—As I understood the question it was a question relating to the ownership of these greens; no question has been raised before the Commissioners as to the ownership of them.

14. We shall get information as to details from the Assistant Commissioner, but I should like to ask you one question; has there been any objection sent to you since our first meeting a fortnight ago, since the notices were sent down that to day would be the day on which the case would be heard?—There has been an objection sent to the Commissioners. It is headed, "Statement of the Objections of the Ratepayers of the Parish of Therfield to the proposed Provisional Order," and there are several objections in it, but it is unsigned; we got it from the agent; but who it is made on behalf of we do not know. Then there is a second objection, which is signed by certain of the ratepayers.

15. I see that the first objection in the paper not signed, is that all the ratepayers of the parish of Therfield are not to have a vote, but only commoners entitled to rights of pasture upon the common as proposed?—That is so. The application for regulation is made by those who are interested in the common; but it is the duty of the Commissioners to take care that the interests of the neighbourhood are properly provided for, and this has been done. The Provisional Order Map, which I lay before the Committee, shows that Royston is contiguous to the eastern end of Therfield Heath; therefore the Commissioners considered it was necessary that the inhabitants of Royston, who very largely use the Heath for purposes of recreation, should be represented on the Board of Conservators. It is stated in the unsigned statement that the people of Therfield make comparatively little use of the Heath as a place of recreation. The Commissioners, in compliance with the wish of the Committee that it should be stated in the Provisional Order who were to be the Conservators, required that Royston should be well represented on the Board of Conservators; the remainder will be gentlemen who will be elected by those who are interested in and have rights over the common, including the Lord of the Manor and the Rector for the time being of Therfield.

16. It is never usual, is it, to give those who have no rights on the common, the right of voting for the conservators?—I am not aware of any case in which the ratepayers of a parish and not the commoners have been given the right of voting for conservators.

17. Except where there is an adjoining town to whom you give some conservators?—Yes, if the neighbourhood so requires. The spirit of the Act is clearly that the commoners should be the people who should elect the conservators, except in special cases, and I would call the attention of the Committee to Section 8 of the Commons Act of 1876, which provides that certain powers may be given to the urban sanitary authority, but only if they contribute towards the expenses. In this particular case we did not think it right to make use of another Section in the Act which would give the conservators power to rate the adjoining inhabitants, because we did not think it fair that

Chairman—continued.

the inhabitants of Therfield should be rated for a benefit which would be conferred upon the inhabitants of Royston. I should like to refer to one passage in the first paragraph of the unsigned petition with reference to the roads; they say, that as the ratepayers of Royston who largely use the road on the north side of the common and have the entire enjoyment of the use of the common as recreation ground do not contribute anything, the proposal to give the inhabitant ratepayers of Royston the privilege of voting for the conservators is an injustice to the Therfield ratepayers. The Committee will see from the map that the ancient road running from east to west, called the Icknield Way, passes along the north side of the common. It is a public road, and is subject to repair, and to be kept in order under the Highways Act. It would be quite improper that the Commissioners, as they were requested to do, should make this regulation a lever, so to speak, to remove the burden of repair of that road from the shoulders upon which it properly falls, to the shoulders of the commoners of Therfield.

18. There is another important question which is raised with regard to Therfield, and that is this, that a certain amount of the common should be parted with so as to provide a recreation ground close to Therfield. Of course it is manifest that we cannot alter the Scheme that you have laid before us, but, supposing that we should think it right in the interests of Therfield that a certain amount of land should be allotted close to Therfield village, if it can be reasonably procured, could we not get it inserted in the Confirmatory Bill to be approved by Parliament, that such portions of the common as were not absolutely required, might, as occasion occurred, be sold, and that a certain amount of land might be acquired as a recreation ground for the village of Therfield?—If the Committee will refer to the last paragraph in the first page of the Commissioners' Report, they will see that that point is referred to. "A strong desire was expressed at the meeting held by the Assistant Commissioner, on behalf of the inhabitants of Therfield, for the acquisition of a field of suitable size and shape in the village, to be dedicated and used as a recreation ground, and it was proposed that part of the heath should be given in exchange, or otherwise disposed of, with that object. But, apart from the question of curtailing the heath, the Act will not admit of the arrangement being carried out through a Provisional Order for regulation." I may say that the Commissioners entirely sympathised with the view that it would be desirable, if it could be done, to obtain a recreation ground for Therfield, which contains a large number of inhabitants, 800; but it was not in the power of the Commissioners to do it under the Commons Act. I may mention to the Committee that the point was raised some time back, and the Commissioners took the opinion of the Law Officers of the Crown whether it was within their power to set out under a Scheme for Regulation, recreation grounds or allotments for the labouring poor, and the opinion of the Law Officers was decidedly adverse; they were of opinion that we had no such power. Subsequently and in consequence, no doubt, of that, in 1878 an Act was passed,

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Lieut. Colonel LEACH, R.E.

[Continued.]

Chairman—continued.

passed, which was an amendment of the Commons Act of 1876, which gave the Commissioners power in a case of regulation to set apart a certain proportion of land for allotments to the labouring poor, but not for recreation ground, and therefore the Commissioners have no power under the Commons Acts to set out a recreation ground in a case of regulation. Section 7 of the Act of 1876 enacts that certain provisions are to be inserted in every Provisional Order for the benefit of the neighbourhood, and amongst those there is this, "That there is to be reserved where a recreation ground is not set out (as would be done in the case of an inclosure) a privilege of playing games or of enjoying other species of recreation at such times and in such manner and on such parts of the common as may be thought suitable." If the Committee will refer to the Provisional Order they will find, "That there be reserved to the inhabitants of Therfield Royston and the neighbourhood, at all times, a right of free access to the said common, and a privilege of playing cricket and other games, and of enjoying reasonable recreation thereon; subject to such bye-laws as may be from time to time made by the Conservators, and confirmed by the Secretary of State." But, as has very properly been put forward, the heath is some distance from Therfield, and therefore we think it would be extremely desirable, if the Committee see proper to recommend it, that there should be inserted in the Confirming Act a provision enabling the Commissioners to sanction the sale of a portion of the heath, which contains in the whole upwards of 400 acres, for the purpose of providing a recreation ground for Therfield. I may mention that since I came into the room I have had a conversation with the promoters of the Regulation, and they are quite ready to consent to such a recommendation; probably without their consent the Committee might have had some hesitation in the matter, but I am glad to say that they have expressed their willingness that such a provision should be inserted.

19. You have suggested that the money that is obtained by the exercise of racehorses from trainers and others, and by the cutting of turf and other matters, should be made a fund out of which the expenses of keeping in order Therfield Common should be defrayed?—That is so, and we have reason to believe that the inhabitants of Royston will provide the necessary funds, as they provide the necessary funds for obtaining the Order for Regulation.

20. Royston would be perfectly prepared to join with Therfield in doing that which was necessary to keep up the common in a proper state?—Certainly.

Mr. Bryce.

21. With regard to the remark you just made as to Royston being willing to find the money, what grounds have you for believing that the money would be forthcoming from the inhabitants of Royston without the necessity for rating?—They have already found and will have to find a considerable sum for obtaining the Provisional Order, and they have also found money for certain improvements which have been made, providing seats and so forth upon the Heath; and

0.85.

Mr. Bryce—continued.

as we understand from the parties who are promoting the Regulation, there is very little doubt that any money that would be required would be forthcoming.

22. Do you mean by any local authority for Royston, or by public spirited inhabitants?—By public spirited inhabitants.

23. With regard to a recreation ground for Therfield, has any particular piece of land been fixed on as likely to be suitable?—I believe not; we have not heard that there is. The matter should be left open, otherwise the price of a particular field might be materially increased; that must be left, I think, entirely open.

24. Has any suggestion been made that any particular part of Therfield Heath should be sold?—No.

25. I see in Therfield Heath there are certain ancient tumuli marked as existing?—There are two tumuli marked on the heath, near to the rifle range.

26. Do you know of any case in which a provision has been inserted in a Provisional Order directing the conservators to keep in proper preservation any antiquities or remains of antiquities which may exist upon places under their jurisdiction?—I do not think there has been any case in which such a provision in respect of tumuli has been inserted. I know in one case a somewhat similar provision was inserted for the preservation of certain trees.

27. Is there any reason why such a provision should not be inserted in a Provisional Order?—There would be no reason why it should not be inserted, except that in the present case it would of course stop the Provisional Order for this year; but the Commissioners, if the Committee expressed the wish that it should be done, could provide for it in their award.

28. It could be done in that way?—Certainly.

Mr. James.

29. Who made the original application?—Mr. Francis Fordham, Mr. Phillips, Sir Frederick Gore Ouseley, and the Rector of Therfield.

30. You said the Rector of Therfield was Lord of as small Manor?—Yes; the four together represent one-third of the interests, therefore they were sufficient to make the application.

31. In the case of the greens and also in the case of the heath, have there been what are commonly called by the inhabitants of Royston nuisances?—It was stated in the course of the proceedings before the Assistant Commissioner, that sometimes there were nuisances in the erection of booths and so on without proper control, and also that people were in the habit of stacking timber so as to create a nuisance on the heath. Under the Provisional Order all these things would be under the control of the Conservators.

32. Subject to regulation?—Under the Order for regulation, this heath would be under the control of the Conservators.

33. I see racehorses are trained on the heath. Where you have racehorses you find a great number, and costermongers and people of that class with their carts and barrows; have you reason to suppose that under the regulation order those people would be entirely turned off?—No.

I ought

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Lieut. Colonel LEACH, R.E.

[Continued.]

Mr. James—continued.

I ought also to have referred to the complaint that was made of nuisance arising from the turf being damaged by over use of the heath for the purposes of training. That would be under the control of the Conservators.

34. Do you mean cut up by the horses?—
Yea.

35. It is said that it is cut up for the purposes of sale?—It is both. I think the indiscriminate taking of turf from the surface of the heath for the purposes of sale is also so to speak a nuisance. That would be under the control of the Conservators.

Mr. Bryce.

36. Has it been taken by the commoners or by unauthorised persons?—By anybody who chose to take it; the Commissioners wished to prevent the cutting of turf altogether, but that was so strongly opposed, and it was represented that the custom had continued so long that the Commissioners decided to report that it should be continued under the control of the Conservators, but that the turf should not be cut for sale out of the district.

Mr. Jasper More.

37. Do you know what income this Green has brought in?—No, I have no knowledge of that.

38. Nor who the money was paid to?—No. We believe that the cost of maintaining proper order on the common would be very small after the regulation was carried out.

Mr. HENRY SALUSBURY MILMAN, called in, and Examined.

Chairman.

41. You are one of the Assistant Commissioners of the Land Commission?—I am.

42. And you were sent down to Therfield and Royston, to hold an enquiry on the question, whether it would be wise and prudent to regulate Thirfield Heath and Greens as commons?—
Yea.

43. In the first place I think Therfield Heath is quite to the north of the parish of Therfield?—
Yea.

44. And lies quite close and contiguous to Royston?—It does.

45. The whole of the area is about 431 acres, including the greens?—It is.

46. There are two manors, one, the Ecclesiastical Commissioners manor, which is the largest manor, and the other, the Manor of the Therfield Rectory?—Yea.

47. A question was asked the other day with regard to these strips of green, whether they were properly owned by one lord of the manor or the other; did you make inquiries when you went down, into that?—I did not make any inquiries on that point, but no question was raised on the part of the owners of the land adjoining the slips. At the same time various facts and practices came out, which showed that the slips and greens were used as common land, and therefore I concluded were vested in the lords of the manors respectively.

Mr. Elton.

39. Will the Assistant Commissioner speak about the title to the land or do you speak to that?—After you mentioned it the other day the promoters were written to, and they are prepared to answer any questions with regard to the title to these slips of land that the Committee might see fit to ask. All I can say is that no question has ever been raised, or any objection been taken to these strips being included in the Order for Regulation.

40. There will be someone to speak to that?—No doubt. I do not know whether I ought to mention that we had a letter from Mr. Walcott on behalf of Sir Gore Ouseley before the issue of the Provisional Order relating to some points which the Commissioners considered but did not agree to. The letter was written to the promoters and was sent by them to the Land Commissioners, and this passage occurs in the letter relating to Therfield Recreation Ground, "If no arrangement can be made, or consent given by the House of Commons to exchange a piece of land in the village of Therfield for a portion of the heath, it is most important that Hay Green should be included so that it can be properly drained, and in some way enclosed and utilized as a recreation ground for the people of Therfield, otherwise in the course of time land will have to be purchased and a rate levied on the owners of land in the parish of Therfield, which I consider would be most unjust and unfair when the matter could be settled now, with little expense."

Chairman—continued.

48. Were you told that other slips had been enclosed in the immediate vicinity of these slips along the side of the road?—Nothing of the kind was said, I did not originate any enquiry on the subject, but no claim was made to any slips by any adjoining owners.

49. What were those small slips used for when you were down there?—They appeared to be used for the feeding of cows, poultry, and geese; they were very small slips.

50. What sort of width were they?—Every width, I should say they appeared to be irregular pieces of turf along which the roads had been made, varying in width almost indefinitely; in some cases they spread out wider than in others, in one there was a pond which had been used as a common place for sheep-washing, and I understood that all the cottagers, and all the persons close upon these slips, upon the parts of the roads on which these small greens abutted, had been in the habit of using the greens for their cows, or poultry, or whatever they were able to keep.

51. That is to say the cottagers who are close adjoining, make use of those slips?—The people who are dwelling near.

52. Being cottagers generally?—Yea, so far as I could see everyone who lived near enough made use of the green near to him.

53. What is the population of Therfield?—Eight hundred and seventy-seven live in and about

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MR. MILMAN.

[Continued.]

Chairman—continued.

about the village, the whole population of the parish being 1,175.

54. How many of those 1,175 live anywhere near to the Heath?—A great number of them live in and about the village; others of the 1,175 live at a distance; but there are some of those 1,175 who adjoin the town of Royston; the town of Royston has spread a little way into what I might call the new parish of Therfield, because the parish of Royston was partly made up of the old parish of Therfield originally, but there are many houses within the present parish of Therfield which adjoin the Heath, and adjoin Royston.

55. How many houses are there in Therfield parish which adjoin the Heath?—I think hardly any except those which practically form part of the town of Royston.

56. Are they in the parish of Therfield, or are they in the parish of Royston?—They are in the parish of Therfield; the boundary of the parish of Therfield cuts off a few houses from the town of Royston.

57. Is the whole of Royston in Cambridgeshire, or is there a portion of it in Hertfordshire?—All that is to the north of Icknield Way is in Cambridgeshire, the Icknield Way forms the boundary.

58. The largest portion of Royston is in Hertfordshire?—Yes.

59. Did you see that the proper notices were posted, both in Therfield and in Royston?—I did. I do not say that I saw every notice that was posted, but I examined the person who posted the notices, and I saw some.

60. Did you see the notices of your meetings?—I saw extracts from the paper in which they appeared.

61. How many meetings did you hold?—Two.

62. Where were they held?—One was held in the village of Therfield, and the other was held in the town of Royston.

63. You held the one in the village of Therfield in the morning of one day, and you held the other in the town of Royston in the evening of the next day?—Yes.

64. Why did not you hold the meeting at Therfield in the evening instead of in the morning?—Because I wished in both cases to secure as large an attendance of persons interested as possible, and I believed that by holding the meeting at the hour I did in Therfield, I should secure the best attendance from the villagers of Therfield; and I thought by holding an evening meeting in Royston, I should secure the best attendance there.

65. Why should you think that the labouring men could attend better in the morning in Therfield than they could in Royston?—In the first place of course there were a larger number of labouring men in Royston, who would be employed while a morning meeting was held; but the place where I held the meeting at Therfield was in the most populous part of the village, and I believed at some time of the day, the middle of the day, a considerable number of persons interested, labouring men, would be able to attend.

66. At what time did you hold the meeting?—At eleven, and it continued till half-past two or three.

0.85.

Chairman—continued.

67. So in their dinner hour they might have come in if they pleased?—Yes.

68. Still Therfield was very much interested in the question you will admit?—Yes.

69. Royston was interested, no doubt, very much; but it had not the same interest in one sense that Therfield had?—No; the interest of Therfield was the interest of the commoners rather than of the inhabitants.

70. Then you took all the steps which you thought necessary to induce that these meetings should be made public; and that all might attend that could attend?—Yes.

71. It is a considerable distance from Therfield to Royston, is it not?—The village of Therfield is between two and three miles from Royston.

72. Can you tell us something about the quantity of cattle turned out upon these commons and the quantity of sheep, and how they are regulated?—They seem scarcely to be regulated. In former days, that is some 30 years ago, the Heath was not so much used for common pasture as it is now, because at that time about-half of what is now inclosed ground in Therfield was common field. Under an Act of Parliament, and an award about the year 1847, that common field was reduced to several enclosures, and then the Heath and the Greens became of somewhat more importance. At present I am unable to say exactly (other witnesses will speak to that better than I can) what quantity of cattle or sheep are placed upon the Heath, but I believe no great quantity came from the village of Therfield and from the commoners in the more distant parts of the parish of Therfield; but large numbers as I understand have been put on from other parishes under certain arrangements made by the commoners with them.

73. You mean that where a commoner has the right of turning out, say, 10 sheep, and he cannot make it convenient to send his sheep upon this common, he has let to somebody else out of the parish the right of turning out so many sheep?—He has let the right, but the number put on by the person outside the parish has been far too large, and the pasturing of what I may call extra-parochial sheep, does not seem to be looked on with favour by the commoners generally.

74. I presume that any letting of this kind of right would be only for one year, and it would not be for a term of years, or for ever?—No, I take it it is a temporary arrangement, whether a strictly legal arrangement I do not presume to say.

75. As I understand you, the common right owners in Therfield make a great objection to these rights of others, who do not use them, being let to people out of the parish?—They do, and I have always found in my experience that the inhabitants of a vill, or township, or parish, or manor, wish to keep the use of the common land within their district, to the inhabitants of that district, that they generally object to sheep being brought in from beyond the boundary to make use of the common. I find it to be the case here.

76. I see you propose that the Conservators shall determine exactly, what stock and so on shall

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Mr. MILMAN.

[Continued.]

Chairman—continued.

shall be placed on the Heath?—That will be determined by the award itself.

77. People will make their application and prove their rights if they are able to do so?—Yes.

78. Then the award will be made?—Yes.

79. And the Conservators will have the power to improve the Heath by draining, levelling, and planting trees, and so on?—Yes.

80. Is the Heath more or less grass, or is there furze on it?—It is almost entirely grass; there is a little furze on some part of it, but comparatively little.

81. Can you tell us something about the money that is taken for racehorses, and for the cutting of turf, and so on?—For the racehorses no money is taken at present that I know of.

82. It is proposed that money shall be taken for racehorses?—Yes; the trainers reside in Royston, and without any payment of any kind they exercise their horses and train them upon the ground.

83. Can you tell us something as to those people who have the right of cutting turf?—I am not aware that any people have the right of cutting turf; turf is sometimes irregularly cut and carried away, and has been carried away to be sold.

84. We understood from Colonel Leach that that was a question which had been raised, and the people said that it had been cut from time immemorial, and it was thought that it would not be wise to take away the right of cutting this turf if put under restrictions?—I have no doubt that turf has been a long time cut; and if no one was specially injured by it no notice was taken; but it has been cut inordinately and taken off, and it has been known to have been sold at a great distance.

85. What is the sum of money that could be raised to put this place in order, and keep it in order from racehorses, and from cutting of turf?—I have not formed any estimate; but I have observed that whenever any addition, or alteration, or improvement, was required on the Heath for making it useful and advantageous to Royston, the money has been found by the public spirit of one or more of the inhabitants of Royston; some of them are largely interested in Therfield as well as Royston; they may be considered as having an equal interest in both; a great liberality has been shown by the richer inhabitants of Royston in making the Heath available for various purposes, for games, for any assemblages of people for any amusement, and for rifle shooting.

86. Then your opinion is that from the liberal inhabitants of Royston, and from the racehorses, and from this cutting of turf, sufficient money would be received to keep the common in decent order without any rate?—I think so.

87. And to maintain a cricket ground?—Yes.

88. And to maintain a rifle range?—Yes.

89. And all the other matters which are set out in this Provisional Order?—I think so.

90. In fact, to make it a place that would be

Chairman—continued.

of use to the whole of the neighbourhood?—Yes.

91. When you were down there did you hear that there was any objection at all to the Scheme; did anybody oppose the Scheme in any way?—I heard no decided objection; many questions were asked, and there were some objections made in consequence of the distance from the common at which some of the persons entitled to the right of the common resided, but the general concurrence was for the regulation of the common.

92. Was anything said with regard to a piece of ground being obtained as a recreation ground close to Therfield?—Yes, there was a proposition that a portion of the Heath should be enclosed and exchanged for a piece of ground in Therfield, which latter piece of ground was to be made a recreation ground for the village of Therfield.

93. Have you seen these petitions which have been sent up?—I have not seen them, I have heard of them.

94. Without going into any details, is there ground near Therfield which you think might be obtained at a reasonable price for a recreation ground?—I am unable to say that. I think there are gentlemen present who possibly will be able to tell you that better than I am. I was unable to encourage the view that any portion of this common would be enclosed. I knew that it was not within the powers of the Provisional Order, and I was unable to suggest that the Commissioners should recommend it.

95. Is there any portion of the Heath that might be sold without any detriment to the Heath?—It is difficult to say; no doubt there are parts which are but little used, the parts most distant from Royston are very little used, and there is no great quantity of herbage upon them, and possibly the part of the Heath from which a portion might be taken with the least detriment would be that furthest from Royston.

96. As you wish to let this common for the use of racehorses to a certain extent, the portion you would suggest should be taken away would not hurt the gallop, I suppose?—A suggestion was made to take some from the western end, and that would shorten the gallop somewhat, the portion used by the racehorses is the low level parallel to Icknield Way.

97. It is to the north of the common?—It is to the north of the common, and that is a tolerably level space; the further the horses can go in that direction the better for them; if part of the western end of the common were cut off, it would *pro tanto* diminish the length of gallop.

98. Is there some other portion of the common that you might take without doing mischief?—A portion has also been suggested on the south-west side, adjoining certain plantations.

99. And that you think might be taken without any disadvantage?—That would be the least disadvantageous to anyone.

100. On the whole, so far as you have seen, you believe that the inhabitants are favourable to the scheme, and you think it ought to be carried out?—I do.

101: Do

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Mr. Elton.

101. Do you mean the inhabitants of Therfield?—There was a general wish in favour of the scheme expressed at the Therfield meeting on their part.

102. How many people came to the meeting? There were 26 whose names I have here.

103. Were they ratepayers, fathers of families?—Yes.

104. You did not count the boys, I suppose?—No.

105. What class of people were they?—They were grown up men, some may have been labourers, the exact position of each I am not aware of, but from the observations they made, they appeared to me to be interested as commoners chiefly.

106. Did not they tell you their positions, whether they were shopkeepers or agricultural labourers?—They were residents in Therfield.

107. I mean did not they give you for your report what their occupations and positions were?—No, they did not; they were mostly agricultural persons, either small farmers or agricultural labourers.

108. You generally report the position of the persons who attend the meetings, do you not?—Yes, if I am able to find it out.

109. Are you aware that a large number of the labouring population, of the class you have mentioned as turning out their cows or poultry on these commons object very much to this Provisional Order. Do you know that we have a petition before us from inhabitants of Therfield, setting out their objections, which is signed by 40 odd ratepayers?—I was not aware of the number of signatures.

110. They say that it would be scarcely of any benefit to Therfield village or parish to carry out this plan; and then I observe it is signed by 40 of those people who apparently belong to the class that is primarily interested, for I see a great many sign by crosses instead of signatures; they are not Royston people?—They are persons resident in Therfield, probably; they would be part of the population of 877 in and about the village.

111. Small farmers and labourers would be engaged at work at the time you held your meeting?—They might; but a good many of them would be home to dinner; some of them came in and went out again after stopping a short time.

112. You said 26 were present?—I counted them at one period, but the number would vary a good deal during the time.

113. How many do you think came to the meeting, more than the 26?—It would be difficult to say; they would stand about the doors and listen, and if they found nothing particularly interesting to them, they would go away.

114. We should like to know how many people came to the meeting, in order that we might compare it with the number of people who objected afterwards, because they could not come to the meeting?—It is somewhat difficult to give the number, because they come and go; I should think certainly more than the 26 I mentioned were in and out of the meeting; many of those who signed the petition may have come in and gone out again.

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Mr. Elton—continued.

115. Do you think as many came to the meeting as have since objected because they were not able to go to the meeting; do you think that as many came to the meeting as have since sent us this protest?—I should think so, certainly.

116. You were telling us about the racehorses; do they use the Greens, or only the Heath?—Only the Heath.

117. You told us that the slips of green which are roadside wastes, apparently, are sometimes very narrow, and sometimes very wide?—Yes.

118. And you ascertained that they belonged to one or other of the manors?—So far as circumstances appeared, they did belong to one or other of the manors, and there was no claim on the part of the adjoining owners to them.

119. I understood you to say that they lie locally within the ambit of one or other of the manors?—Yes.

120. You said that various facts and practices came out which shewed that they were used as common land?—Yes.

121. That is to say, used by people living near?—They are used by people living near for putting animals and birds on.

122. Those are the resident cottagers round about?—Yes.

123. That you considered proved, that they were manorial wastes?—It shows that they were so used.

124. It also shows that they were used like any other bit of waste land near a cottage door?—Yes.

125. It does not prove that they are manorial wastes, does it. Did you take those cottages to be manorial tenants, or only people who used what they could on no man's land?—I was told that they were never interfered with in using the land; that they put their animals to feed there, and were never interfered with.

126. That would hardly be evidence for us to show that the soil belonged to a particular Lord of the Manor?—As against the adjoining owner.

127. The presumption of law gives it to the adjoining owner; if he stays quiet nothing happens against him, but would you put the practice of these cottagers to us as evidence that these slips did not belong to the adjoining owner, but belonged to the lord of the manor?—I should put it as evidence that the slips belong to the lord of the manor, as the greens belong to him.

128. I am talking of the greens, the slips?—The slips are in fact a continuation of the greens, and seem to be similarly used.

129. Are the greens by the sides of the roads?—The greens are by the sides of the roads and are of different widths.

130. Are the strips connected physically with the greens?—Yes.

131. They join?—Yes. The greens seem to be little more than very much wider slips.

132. The greens are the roadside slips that we are talking of?—You can hardly call a triangular piece of ground with a pond in the middle of it a slip; one of these is of that nature and has been used as a place for sheep washing generally in the parish.

133. It is a common thing to have a customary sheepwash in a parish?—I believe it is.

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134. With

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Mr. Elton—continued.

134. With a right of access to it?—Yes.

135. It is a lawful custom to have a pond for the washing of sheep?—Yes.

136. There would be customary rights of taking sheep to it?—Yes.

137. What are you going to do with the sheep-wash?—I am not sure that it is still used as such, but it could be left alone probably.

138. You do not propose to interfere with that in any way?—No.

139. As to these strips, I understand from you that you did not ask to whom they belonged to?—No question of title was raised, and I did not raise the question.

140. You agree that the presumption of law is that they would belong to the adjoining owners?—Yes.

141. Therefore if he was away from England he was not bound to leave anybody to explain to you at the meeting that they were his?—No, the practices and customs I observed rather led me to suppose that as these strips were used in common, they were like other common land in the parish.

142. Did you notice anything but an indiscriminate user, that would hardly be a legal right of common on the part of those cottagers?—It appears to be an indiscriminate user.

143. Which would hardly be evidence against the presumption of law that the strip belongs to the adjoining owner?—In the case of a contest on the subject it would not be very strong evidence.

144. Is it evidence that you can bring before us at all, do you put it before us as legal evidence at all against the title of the adjoining freeholder or copyholder; do you suggest that it is evidence on which we can act?—The indiscriminate use of the strips, I think, is evidence for what it is worth.

145. Unless these strips are shown to us to belong to the lord of the manor we cannot take any action with respect to them. Do you suggest that we have any power to act in the direction of regulating these strips if the presumption of law is they belong to somebody else not now before us, upon the mere suggestion that they may belong to the lord of the manor?—These questions of title are no doubt important questions.

146. You are strictly bound by your Acts of Parliament; if you interfere with a thing outside your jurisdiction of course all the proceedings before us are nothing; that has been found in the case of village greens, therefore if there is any deficiency in making out the title of the lords of the manor to these strips there is an end of the matter?—In this case all the proceedings appear to go on the generally understood ground that these greens are common to all persons for the purposes of which I speak.

147. That is a user of the surface?—A user of the surface. No suggestion of title was made on the part of the numerous adjoining owners of property, and I assumed that the case was as represented to me, particularly as I was rather confirmed by other experience that I have had in other places.

148. I understand you to say that no representations were made to you on behalf of the pre-

Mr. Elton—continued.

sumed owners of the soil, and you assumed that the strips belonged to the lord of the manor?—No suggestion was made throughout the proceedings on the part of the numerous owners who adjoining the roads that they had any title to them.

149. Were any of the 26 who attended the meeting some of the numerous freeholders?—I do not know; I have no doubt they were.

150. Have you any reason for thinking so?—No, except that they were the owners of property and tenants of property all round the village.

151. They might think the strips belonged to the lords of the manors if they were told he was claiming them?—I think it is possible that they thought he was claiming them.

152. Did you tell any of the people at Therfield, that the reason the Commissioners had power over these Greens was, that they belonged to the lords of the manor, who had consented?—No, I did not.

153. I mean in a speech, or in conversation?—No, I did not.

154. So far as you could judge was that the belief?—It seemed to me to be the general belief.

155. That belief would be apparently founded on no evidence that has been produced before us?—That is very possible.

156. I would like to ask you a question about this custom that seems to prevail at Therfield, of commoners letting their right of feeding sheep to persons outside the parish. You said that you found in your general experience over England that the dislike of people in one parish to the parishioners of another parish feeding their sheep in their parish was very great?—Yes.

157. Of course in this eastern part of England, in Norfolk, for instance, we are all familiar with rights of sheep-walk, rights of feeding sheep, which are alienated like any other piece of property?—Yes.

158. Which are held as copyhold sometimes?—Yes.

159. Or as freehold estate?—Yes.

160. There is such a right, as a right of sheep-walk; a man has a right of feeding so many sheep on a heath, which he can alienate to anybody. I am not talking of rights of common?—Yes.

161. Those rights of feeding sheep are rights which are alienated to strangers?—Yes.

162. Does not that seem to indicate that in this eastern part of England these sheep-feeding rights are rights that can legally be transferred to strangers?—It seemed to me that if there were such rights they ought to be specially proved; there was no suggestion that there was such a right.

163. The fact they proved was that they did let the common right of feeding sheep to strangers?—No doubt that was proved; a case was mentioned.

164. That is not an incident to a right of common, usually?—No.

165. It is a thing very much resisted as a rule, is it not?—When it was mentioned, it was not suggested that there was any such special right of sheep-walk as you have mentioned.

166. Does not what was proved suggest to you that it is a right of feeding sheep which can be

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be transferred to other people?—I have found the same practice in the West of England and in Wales where there was no notion of right of sheep walk that could be so disposed of. The tendency of those who live in a parish and have the right of common but who have no sheep of their own is very often to bring in sheep from outside; that is found to be a very natural disposition on the part of those who have only rights of common.

167. We were speaking of something which you showed us was quite different, namely, the freeholders or copyholder's right of feeding a given number of sheep?—In those districts where such freehold and copyhold rights are not known, I find the same custom of bringing in extraneous sheep.

168. Is this place near the Eastern Counties?—Yes, on the borders of Cambridgeshire and Hertfordshire.

169. You are familiar with Norfolk and Suffolk; you know that in Norfolk and Suffolk those rights of sheep walk and fold course are extremely common?—Yes.

170. Does that district where those alienable rights of sheep feeding exist come as far as Royston?—That I cannot say; I do not know what the exact limits of it may be.

171. Did you ask when you were at the meeting anything about the nature of these alienable rights of feeding sheep?—No, I did not; I found that the practice had been occasionally followed, and that it was not acquiesced in by the general body of the commoners.

172. Did the lord of the manor or the steward of the lord of the manor give you any evidence about it?—I could not find that any evidence could be given me upon the subject.

173. Did you ask for any evidence upon the subject?—Not on that particular point. I have an extract from the Court book as to the mode in which sheep were pastured in the common fields at the time it was pasture, but with regard to anything like sheep walks I had no information given me.

174. If it is the Eastern Counties, the right of sheep walk, they can alienate it to strangers? Now you propose to take it away without paying them any compensation for it; you propose to restrict them in the exercise of that right?—No suggestion was made that anything of the kind existed. I did not deal with that matter.

175. You would naturally make inquiries if you thought the matter important?—I would make inquiries if I thought the subject important, but the general impression seemed to be the other way.

176. When you say the general impression do you mean the impression you gathered from the 26 people?—Several of the 26 people were very considerable owners in various parts of the parish.

177. Did any of the people who had acquired the rights of sheep feeding by purchase, and who lived outside, come to the meeting?—That I do not know.

178. Was any inquiry made as to their claims and rights?—Not that I know of.

179. Do not you think a man possessing this

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Mr. Elton—continued.

right, supposing he did possess it, would be surprised to find, without any inquiry being made of him, his right had been turned into something totally different?—If he had any idea that he had such a right, but so far as I could make out, there was no trace of such a right. I endeavoured to get all the information I could, but I did not think it was becoming in me to suggest special rights as belonging to a district of which I heard nothing. The object of the Provisional Order is to ascertain the rights.

180. The commoners in general you say objected to this practice of letting the right of feeding to people outside the parish?—Yes.

181. You mean the commoners in the parish objected?—Yes.

182. That is very natural, is not it?—Yes.

183. What did they say when they objected to it; you said the commoners in general objected on that point; what did they say?—They said that they did object.

184. When did they make the objection?—At the Therfield meeting.

185. Did they make speeches about it?—They talked freely as they always do.

186. To each other, or to you?—To me; the talked to me upon the subject, and I asked the question whether they considered that the use of the commons should be confined to cattle and sheep within the parish, and they all concurred in that; they did not make an objection.

187. That was in their interest?—No doubt it was in their interest.

188. They would assume that you were speaking with due regard to the rights of property of all parties?—I desired to know what they thought upon the subject; that is the general impression that I find prevailing almost all over England, that whatever good is to be got out of a parish should be kept for those in the parish.

189. Did they vote on the question?—No, they did not come to any division on the question.

190. They came to no particular decision on it?—No, that was the impression they communicated to me; that was the general feeling on their part.

191. They did not speak to you, but they said things in your hearing that made you think that they were of that opinion?—Yes, and they spoke to each other.

192. That is what I put to you just now; did they speak to you, or did they speak to each other?—Those who did speak were not very many; there was some hesitation perhaps, and some modesty in speaking.

193. Perhaps they knew about this long continued practice of letting to non-parishioners?—They knew that it had been occasionally followed and they certainly objected to it.

194. Did they direct you to make the objection to the Commissioners or to us, and did you report it to the Commissioners?—I reported it to the Commissioners as the impression that I obtained at the meeting.

195. You did not report the objection of these people?—I did not report the objection as specially coming from any particular quarter, but I said that the general feeling of the meeting was

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that all advantages of the pasture of the heath should be enjoyed by cattle fed on the inclosed ground of the parish.

196. Do you propose to give these cottagers, who, I suppose, are weekly tenants, votes in the election of Conservators?—The rights of common will be decided by the award before the election for Conservators, and whoever have any rights as commoners will then vote for the Conservators.

197. I understand that these people who are weekly tenants and who live near these strips, are treated for the purpose of getting this scheme through as commoners; but it seems probable when you go a step further that they will be shown to have no legal right to put their animals on these strips; they may turn out not to be commoners?—Yes, that is possible, but there is no proposition to deprive them of anything they have now.

198. You would not deprive the cottagers of the indiscriminate use of the strips?—I should think there would be no attempt to deprive them of any use they are making of the strips at present.

199. You said that the rights of the commoners would be determined by the award. Do you doubt that these cottagers' rights of indiscriminate user would be abolished when they pass through the sieve of the award; do you think they would survive the award; I mean the cottagers who live near the roadside strips?—It is impossible to say what evidence might be produced; so far as I see at present there is an indiscriminate use of the strips, but no one decides how many geese a cottager may put on.

200. Are there a class of people that will be determined to be commoners, do you think?—Till one has gone more deeply into the common rights which hardly have been approached yet, it would be difficult to say.

201. You treated them at the beginning of your evidence as commoners?—I treated them as persons very much interested in what was done.

202. You said that then user of these strips proved sufficiently to your mind that the waste was waste of the manor and belonged to the lord of the manor; that is, making them out to be commoners legally?—It shows that they have practically used this land, and without any question on the part of those who had presumably the legal right.

203. Anybody may allow a roadside strip to be used by cottagers, whether he is a lord of the manor or not?—No doubt.

204. Do you suggest that there are any particular circumstances to show that the people who use these strips use them not as tenants of the adjoining freeholder, but as commoners?—Yes, I think it very likely that the strips, if they had belonged to the adjoining owners, would have been, as they have been in other places, inclosed, but they have not been inclosed.

205. Are not they used as part of the highway in wet muddy weather; do not carts go over them?—In some places they go somewhat indiscriminately, but usually they keep to the road; there are places where they have crossed.

206. Do not people walk, ride, and drive over some of these strips?—Yes.

Mr. Elton—continued.

207. How could you inclose them then?—People might inclose them if they claimed them, and of course riding would not take place over them.

208. You know there has been that public use of them?—There has been indiscriminate use of these greens.

209. Do you say none of them are subject to the rights of public way, as part of the high road?—I am not aware they are; the road is metalled through them; that is the only part that is used as a road.

210. Are these old roads with these strips by the side?—I should think they are old roads; how long they have been metalled I cannot say.

211. You do not say that the public right only extends over the metalled part, and does not go from hedge to hedge?—It may be from hedge to hedge.

212. Do you suggest that the public right is confined to the metalled part, and does not go from hedge to hedge?—No, I do not venture to say that.

Mr. Jasper More.

213. Is it part of your practice to inquire into the legal rights of people who attend meetings at those inquiries?—Not strictly; I generally desire to have the opinion of all persons in the parish and neighbourhood, whatever their rights ultimately may turn out to be.

214. Suppose 26 people attended a meeting, should you inquire what their rights in the matter were?—I should generally form opinions from what they said, and when they asked questions I should ask them what interest they had whether as tenants or as owners.

215. Are there many small farms in the districts?—I believe there are several small farmers.

216. Do you know whether they are freeholders or not?—No.

217. What was the nature of the meeting; did these 26 people attend at the same time, or did they drop in one after the other?—My practice is to request that the names and numbers should be taken while I am proceeding with the business of the meeting, because I do not know personally those who attend, and I generally request somebody who does know them to take down their names.

218. Was there any reporter present?—Yes, I think there was a reporter present; all the reports were in the Royston newspaper, copies of which I sent to the Commissioners.

219. Were any resolutions passed at the meeting?—No; I think no resolutions were passed.

220. Was there any discussion on the subject of your inquiry?—Questions were asked, and I asked questions myself.

221. Did anybody make a speech?—There were no regular speeches made, but everyone was invited to say what he wished, or to ask any questions for information in reference to the application; the information I obtained had to be sent up in writing to the Commissioners; and questions were asked in reference to that, and with reference to the information required by the Commissioners.

222. Are not a good many of the people interested in these questions of Commons usually illiterate?

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illiterate?—Yes, I imagine that they are; often a man having a considerable farm and a considerable interest is illiterate.

223. You consider that the publication of these notices was a sufficient way of giving illiterate people notice of the meetings?—Yes, I think so, because the illiterate are told by those who can read what is going to happen; everything that is going to happen in the parish is thoroughly well known to all, whether illiterate or not.

224. Would the fact of a good many of the 40 who signed the petition before us, having signed by crosses, shake your opinion as to this meeting having been sufficiently advertised?—Not as to its being sufficiently advertised, but it is possible that many thinking and talking over the matter may have modified their opinion since.

225. You have no proof as to how many of these people were present at the meeting?—In my report to the Commissioners I gave the names of all or a great many of those who were present at both meetings; and whether on a comparison of the names I should find the names of some people present at the meeting and signing the memorial also, I do not know.

226. Only 26 were at your meeting at Therfield, which lasted for some hours; and as there are more than 40 dissentients signing one memorial it is clear that many of them were not present?—I am not able to say none but those 26 were present; I am not sure, taking the whole time, that there were not more than those 26; I cannot say for certain.

227. But out of those present you said some were neighbours and some of the higher classes?—Yes.

228. The people who sign this, are many of them illiterate?—Yes; many of them may not have been present.

229. Is it the practice of the Commissioners to hold an inquiry which concerned the interests of working men in the middle of the day?—There are always two meetings; the Act of Parliament says that one of the meetings, at least, must be after seven in the evening; in this case, it being desirable that there should be a meeting at each place, the arrangement made was that the meeting at Therfield should be in the morning, and the meeting at Royston in the evening; and, as I mentioned to the Chairman, that seemed to me to be the best mode of obtaining the best attendance at each meeting.

230. Do you not interpret the Act as ordering that there should be a meeting in the evening as well as in the morning at the same place?—No, I do not so interpret the Act. In this case it was thought desirable that there should be a meeting at each place, and it being necessary that one of the meetings at all events should be held after seven o'clock in the evening, it seemed to me that the best arrangement would be to have an evening meeting at Royston where there was a large number of labouring men, and I considered that at a morning meeting at Therfield I should have a better chance of obtaining the presence of the persons who took an interest in the matter.

231. But you did not think it necessary or advisable to have two meetings at each place?—

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Mr. Jasper More—continued.

No, I did not think it necessary; possibly that might have been done.

232. Do you consider that the Therfield people of the two are more interested in this question?—They are very deeply interested no doubt; they are interested rather with regard to the rights of common and the others are interested with regard to the rights of recreation.

233. Would not you consider that the more illiterate part of the population and the part of the population more engaged in rural pursuits is at Therfield; and suppose you were going to hold this inquiry again, would not you be disposed to consider that you would have a more representative meeting at Therfield, which is a rural district, if you held it at night?—I am not so sure of that, because the time at which I held the meeting was in the middle of December; and a labouring man from some little distance in the country would not be so likely to come after dark as the people in the town, where there was light.

234. What did you mean by right of recreation belonging to Royston?—I did not mean a legal right; it was a mistake saying a right of recreation; the right of recreation is rather created by Parliament; there has been a practice of recreation no doubt for a long time carried by Royston on this part of the heath; but whether it amounts to a right I am not able to say.

235. Is it the practice of the department that the legal rights of persons are defined after they have issued the Provisional Order or before?—The precise definition of them is after certainly, because in general a Provisional Order for inclosure is followed by an inquiry into the rights for the purpose of ascertaining what each person is to receive under the inclosure.

236. We are asked to grant a Provisional Order without any statistical information as to the number of people who have rights at all upon the common?—That is so.

Mr. James.

237. Did you visit these greens yourself?—I did; all but one, a very small one quite at the west of the parish; there was one I understood under water at the time; the times at which I inspect are not always very favourable; that I cannot help.

238. There are six greens altogether?—Yes.

239. And you went to five of them?—I think five.

240. Their total acreage is 15 acres?—Yes.

240. Is it the case that this indiscriminate user of these greens has given rise to a considerable number of local squabbles?—I am not aware; it was not represented to me that indiscriminate user of the greens had given rise to local squabbles; with regard to putting sheep upon the heath there had been local squabbles.

242. Supposing A's cows got mixed up with B's ducks, difficulties would arise?—Nothing of the kind came before me, but I think it is possible that such a thing might have happened.

243. You are not aware whether the application for regulation arises to some extent from those difficulties having arisen?—I understood that difficulties with regard to pasture on the heath have arisen, but I did not understand that

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any

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Mr. MILMAN.

[Continued.]

Mr. James—continued.

any difficulties had arisen in respect of the greens.

244. What is the object of regulating the greens?—The object of regulating the greens is to prevent any encroachment upon them; to keep them open and to have the power of making them, so far as their extent will admit, available for those living near them.

245. Going on very much in the present way?—Going on very much in the present way, only on an improved way, that is to say, in some cases these greens are cut across very much by wheels; in the case of regulation a definite tract might be laid out or some levelling might take place by which the green might be available for recreation.

246. You say an improved way; would you consider it an improved way if in the adjustment of the rights you excluded somebody who had an ancient right and admitted somebody who had none whatever. I am speaking of people who have a commonable right of pasture. Would it be an improved state of things if in your award you awarded a right to somebody who had no legal right to it, and somebody who possessed an ancient legal right had that right taken away?—In the case of adjusting, if it came before me I should consider the exact state of things that I found existing, and make the best arrangement that would be satisfactory to all. In these cases many practices and customs have arisen which have been so well understood that they must be treated as existing rights.

247. Why should not the greens be left as now?—Because they might be made more available than they are now for the very purposes for which they are used now.

248. I think the Chairman suggested that a small portion of the heath might be sold for the purpose of providing a place of recreation for Therfield. It would be desirable that that should be done without any suggestion on the part of the Committee as to which portion of the heath should be devoted to such a purpose, because it is conceivable that a small corner, for instance the corner which abuts on the town of Royston, might fetch more money if sold than one at a distance?—No doubt.

249. You might thereby realise an amount which would purchase land quite sufficient for a recreation ground for Therfield?—Yes, but I should not venture to recommend curtailing any part of the heath near to the town of Royston; I would take a part as far as possible from the town of Royston. In my report I mentioned the depositing of timber near the town of Royston. That as far as it goes does in fact curtail that part of the common which adjoins the town of Royston, and interferes with the enjoyment of the common by Royston; that is why I think the depositing of timber, or any such practice should be regulated, and I believe that any conservators would prevent land being occupied close to the town by large pieces of timber, which in fact would be diminishing the recreation ground exactly where it was most wanted.

250. I would like to ask you one question about the difficulty that has arisen in connection with sheep. What number of sheep may any commoner have the right to pasture on the

Mr. James—continued.

heath?—It is difficult to say; I endeavoured to find that out as far as I could from the court books, but I found that the old entries in the court books all had reference to the feeding of sheep on the common fields which no longer exist; the common fields are now reduced to several inclosures, and therefore all these rules made by the court formerly about the common fields are to a certain extent obsolete. The regulations generally did not touch the heath because the heath was comparatively little regarded while there was a good deal of pasturing over the common fields.

251. The total acreage of the heath is 500 acres?—Four hundred and thirteen acres.

252. What number of sheep are there upon it?—I think sometimes as many as 400 or 500 sheep have been put on from beyond the parish; there were but few sheep when I was there on it. I was informed that a good many are put on it sometimes, but those who live nearest the heath are more likely to put them on than those who live in a distant part of the parish.

253. I believe a good deal of inconvenience and trouble has arisen in consequence of the flocks having got mixed together?—I did not understand that to be the case; the complaint was that the common was used unequally, and also that sheep were brought in by people outside the parish.

254. What do you suppose would be the ordinary letting value of the heath?—Very slight.

255. The land is worth very little?—It would be worth but little for letting; 2 s. 6 d. to 5 s.; it is very much of the nature of the South Downs short herbage on chalk.

Mr. Bryce.

256. That being so what do you suppose that any part of the heath would sell at per acre?—That would entirely depend upon what part of the heath is taken.

257. Suppose the part to the south-west, adjoining the plantations, was taken?—If any part were to be sold I should think that would be the best part, the most valuable; it would not be valuable except as agricultural land; it would not be valuable like the parts adjoining the town of Royston as building land.

258. Have you any idea what it would fetch?—No.

259. You have no idea of how much land would have to be sold off the heath in order to provide a recreation ground for Therfield?—No, that would depend upon the size of the recreation ground in Therfield, and also on the exact part of the heath that would be sold; I have not sufficient data to go on to state how much it would be.

260. Who is it throws the timber upon the part of the heath adjoining Royston?—I believe he is a coachbuilder who has a store of timber there.

261. Has he any right to stack his timber there?—Not that I know of.

262. You mean he is a mere intruder?—I should think so; I have never heard any right stated; his timber has remained there, and nobody

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Mr. MILMAN.

[Continued.]

Mr. Bryce—continued.

body has interfered with it. I cannot imagine that he has any right.

263. No one has interfered with his doing so?—Not that I understand.

264. What do you take to have been the origin, or what was the principal motive which suggested this application to the Land Commission; was it for the regulation of the heath, or was it for the regulation of the greens and strips?—I think it was more for the regulation of the heath.

265. Did it proceed from persons interested in Royston, or from persons interested in Therfield?—It proceeded from persons interested in both; there are gentlemen who have a considerable commercial interest in Royston, and a considerable agricultural interest in Therfield; it has been in the interests of both I imagine.

266. What benefit do they expect for Therfield?—The benefit for Therfield would be the regulation of right of common, especially as regards the heath.

267. That is as regards the sheep?—Yes, I think as regards the sheep chiefly.

268. And perhaps the cutting turf?—The cutting of turf has been somewhat indiscriminate without leave given by anybody. There is a desire to prevent that no doubt.

269. Was there any desire expressed on the part of the locality that the question of the regulation of the greens and strips should be raised at all, or did it emanate from the Commission?—It did not emanate from the Commission; it was included in the application.

270. It was deemed that they were waste of the manors?—It was deemed that the whole of them were waste; that seemed to be the impression, that the whole were waste, and liable to the regulation.

271. How many commoners are there altogether?—I am not able to say without careful inquiry.

272. Did you not make any inquiry as to the number?—No, I did not make any inquiry as to the number of them.

273. Do you know how many owners of land there are in Therfield?—No, I cannot say how many owners of land there are in Therfield; the ownerships vary very much in size.

274. It is suggested that every owner of land in Therfield has the right of putting some sheep on the waste; if we knew how many owners of land there were, we should have some clue as to the number of commoners?—You would have some clue as to the number of commoners, but not as to the number of sheep that would be placed on the waste.

275. Can you give any kind of estimate of the number of commoners?—No.

Colonel Leach.] I am able to state that there are 25 owners.

276. (To Mr. Milman.) I see in your Report you state that of the persons present at the meeting, some were residents in the parish?—Yes.

277. I gather from that that some of them were not resident in the parish?—I think in my report the residences are stated; the residences of by far the greater number are stated to be in Therfield; I see one is said to be from Kel-

Mr. Bryce—continued.

sall, a neighbouring parish, one from Sandon; one from Royston, 12 or 13 from Therfield; the majority are from Therfield.

278. You made inquiries to determine who they were?—To get their residences.

279. How many of those people were in the habit of turning sheep on to the heath?—It is difficult to say, because many who probably have the right to turn on sheep but who are living at a distance, do not do so.

280. Did you hear of any case in which a person had turned on an excessive number of sheep?—In one case which was mentioned to me, when sheep belonging to a person outside the parish were turned on the heath, reference was made to the excessive number as well as their coming from outside the parish. I did not hear of any other case of anyone in the parish turning on more sheep than he was entitled to.

281. Did you hear of any case in which a contract had been made extending more than a year for transferring the right of pasturing of sheep to some person outside the parish?—No, I did not hear particularly of any contract, but I was told that some arrangement had been made between the person having a common right of some kind, and a farmer outside the parish, for that farmer to bring in sheep in the name of the person having such common right.

282. I want to know what was the duration of that agreement?—I could not say.

283. Was there anything to show that it extended beyond a year?—No.

284. Why did not you hold another meeting in Therfield in the evening?—I believe the persons present at the meeting were quite sufficiently representative to enable me to judge what the opinion of the people of Therfield was.

285. Still there are 877 people living in Therfield?—Eight hundred and seventy-seven persons.

286. Twenty-six were present at this meeting?—Yes.

287. And some of those were not resident in Therfield parish?—Some of them were not resident in Therfield parish.

288. I do not quite understand how you concluded from that meeting that you had a fair expression of the opinion of Therfield?—I concluded that the interests of all kinds of persons were represented though all did not choose to come. Of course the notice is given and all come who think proper to come, and in general all those really concerned in what may take place, do come. I find they are generally represented very fully.

289. Were there many of those present at that meeting who looked as if they were labourers or cottagers?—There were some who appeared to be cottagers; their exact position I could not say; there were numerous cottages round about the place, which is the most populous part of Therfield parish, and I have no doubt the cottagers residing in those cottages came in, and many who came would perhaps hardly be in my sight; they were standing about the doors, and they were listening to the proceedings for a time and went away again. I have no doubt all knew what was going on, and all who felt interested in it

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were

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Mr. MILMAN.

[Continued.]

Mr. Bryce—continued.

were there themselves, or by somebody who represented them.

290. I do not see how you know that?—That was the opinion I formed; the notice is given and those only who choose attend. It is impossible to obtain the attendance of any very large number of the inhabitants, particularly where there is a general feeling in favour of a proceeding: a great many do not take the trouble to attend.

291. You did not hear anything that would have led you to expect such a memorial as seems to have been subsequently sent?—No.

The Committee Room was cleared.

After some time the parties were again called in.

Chairman (to Colonel *Leach*).] The Committee are not satisfied about the strips of waste which are taken to belong to the adjoining owners by presumption of law till positive evidence of some kind is placed before us to show that they do not belong to them: no such positive evidence has been tendered. Indiscriminate user by the cottagers does not affect the presumption of law with regard to the ownership.

Colonel *Leach*.] I should like to make a remark with reference to that. In the first place, I would remind the Committee that one of the objects of the Provisional Order is an investigation into the rights which can be exercised over the common, and that no investigation has been made at present at all as to those rights. The object of the Provisional Order is to investigate those rights.

292. I am not speaking of the rights over the common, but of the ownership of the soil of these strips, and what Mr. Elton puts very strongly is that there has been no evidence given to us as to whom those strips properly belong, so that we are thrown back on the presumption of law that they belong to the adjoining owner?—It is not the province of the Commissioners at this stage to go into investigation of title. They give ample notice and they expect if any objections are taken to the lands which are shown upon the map being common that they will come out at the meeting, but it is not the duty of the Assistant Commissioners to hold any inquiry as to title. I would also remind the Committee that the map attached to the Provisional Order is specially noted in the Provisional Order to be a sketch map and not an accurate map; it is not supposed to be an absolutely accurate map of the lands you are going to deal with. If in the course of the proceedings after the Provisional Order was confirmed, it was found that any of these strips were claimed as private property, the matter would then be investigated and they would if necessary be omitted from the Regulation. In this particular case we have the advantage of the ordnance map, but in many cases, in Wales for instance, where we know the parish maps are very bad, we could not exactly determine the lands to be dealt with before the confirmation of the Provisional Order.

293. Ought not you to get the authority of the absolute owners before coming here to state that

Mr. Bryce—continued.

they are willing that this regulation should take place?—So far as I am aware the Commissioners have got the authority of the absolute owners; the Provisional Order cannot issue without the consent of the Lord of the Manor; the consent of the Lords of the Manors has been obtained and presumably these strips belong to him.

294. Have these strips been shown to be manorial waste?—They have been stated to be manorial wastes; they were shown to the Assistant Commissioner to be manorial wastes, and no objection was raised to that by anybody.

Mr. Elton.

295. Mr. Milman has told us that there was no evidence to show that they are manorial wastes?—I feel sure that the Assistant Commissioner never intended to convey that he had gone into the question of title.

Mr. Davenport.

296. Your position is that the duty of the Commissioners is simply to give the necessary notice to hold a meeting, and if no objection is taken, as regards title, at the meeting to assume that no objection exists?—Yes, that is the course prescribed under the Act; the course the Commissioners are to pursue is very distinctly set out in the Act.

Mr. Elton.

297. What consents are required?—I will read the section of the Act which prescribes what consents shall be given; it is sub-section 5 of section 12. "The Inclosure Commissioners" (that is the Land Commissioners) "shall not certify the expediency of a draft Provisional Order unless they are satisfied that persons representing at least two-thirds in value of such interests in the common as are affected by the Order, consent thereto; and when the common to which the Order relates is the waste land of any manor, or land within any manor to the soil of which the lord of such manor is entitled in right of his manor, then unless there is more than one person interested in such manor according to the definition of the Inclosure Act, 1845, the Commissioners shall not certify the expediency of the same, unless the person interested in the common, in right of such manor or his substitute under the said Inclosure Act, 1845, consent to such Order; and where there is more than one person interested in such manor the Commissioners shall not certify the expediency of the Order in the case of such persons, or the majority of such persons, in respect of interest signify their dissent within a time to be limited by the Commissioners." That has all been done, and that is all that the Commissioners are required to do, and all that has ever been done. There has been no case in which an investigation of title has been held before the issue and confirmation of the Provisional Order; the Commissioners have no power to hold such investigation.

298. When any particular strip of land proposed to be dealt with is waste of the manor, the Lord's consent is necessary?—Yes.

299. And

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Mr. MILMAN.

[*Continued.*]

Mr. Elton—continued.

299. And you assume these strips to be waste of the manor?—Yes. They are stated to be so, and no objection has been taken, after most ample notice.

300. You have not brought us positive testimony that they are?—Because we are not empowered to make an investigation of title, nor would it be right that we should at this stage of the proceedings make such an investigation.

301. The consent of the Lord of the Manor is only required when it is waste of the manor?—The consent of the Lord of the Manor is only required when it is waste of the manor.

302. And you say that you are not bound to show that it is waste of the manor?—We are not required to go into any investigation of title.

303. Are you not bound to show that it is waste of the manor when you bring the consent of the Lord of the Manor as evidence of your right to go on with the proceedings?—There are gentlemen here acquainted with the locality; probably the Committee will see fit to take their evidence as to these strips being admitted to be waste of the manor.

304. The presumption of law is that the ownership of roadside strips is in the adjoining people; that rule of law as to presumption dispenses with the necessity of any further evidence until something is produced to rebut that presumption; nothing was produced to rebut it?—If it should turn out in the further progress of the proceedings that these strips are wrongly included, they will be excluded.

Mr. Nash (*solicitor representing the Applicants*).] I have some evidence to bring forward on the matter. All those who have signed assent to the Provisional Order.

Mr. Elton.

305. (To Colonel Leach.) There is one question that I would like to ask you; is not it possible for you to write to these gentlemen whom by law we must assume to be claimants to this land, and ask them whether they are claimants or not?—We have no means of finding out who they

Mr. Elton—continued.

are, except through the promoters of the Regulation.

306. You could surely make inquiries as to who the adjoining owners are, and what they say on the matter, could not you?—The Committee would be asking us to do a thing which has never been done and which would practically render all inclosure regulation impossible.

307. The objection only applies to the roadside strips?—A good many of these pieces of land are not roadside strips, but are small greens; Hays Green, Chapel Green, and Ducks Green, are all greens; and one of them is Therfield village green.

308. What are the others?—They are shown on the map. I would suggest to the Committee to examine Mr. Nash on the point.

309. Do you decline to make further inquiry to satisfy you that the Lord of the Manor is the owner of these strips, and do you decline to ask the adjoining owners whether they consider that they are entitled to them?—I should be sorry to decline to take any step the Committee recommended, but speaking off-hand and without consideration, it seems to me that if I were to undertake to do what is suggested it might place the Commissioners in a very great difficulty. This is a small case, but if it was a large one it might be an extremely difficult thing. Suppose we obtained the names of the adjoining owners in the best way we could, we might not have obtained them correctly, and we should be coming to the Committee with information upon which they could not rely.

310. I gather then, that you do decline?—No, certainly not. I point out the difficulties that might arise.

311. Some inquiry must be made by somebody?—Inquiry has been made, and the representative of the promoters is here; perhaps the Committee will see fit to examine him. We will take every step suggested by the Committee, as the Commissioners have always done, so far as possible, but I am unwilling to undertake, without consideration, to do that which is not required by the Act, and I feel might land both the Commissioners and the Committee in difficulties.

Tuesday, 8th May 1888.

MEMBERS PRESENT:

Sir Walter Barttelot.
Mr. Bryce.
Viscount Curzon.
Mr. Davenport (Staffordshire).

Mr. Elton.
Mr. Hunter.
Mr. Walter James.
Mr. Jasper More.

SIR WALTER BARTTELOT, BART., IN THE CHAIR.

Mr. H. DALTON NASH, called in; and Examined.

Chairman.

312. WHAT are you?—Solicitor, of the firm of Wortham and Dalton Nash.

313. Where do you reside?—Royston.

314. On what points do you come here to give evidence?—Upon the heath and the greens. I have also made some inquiries with regard to the petition which has been presented to you.

315. Whom are you solicitor for in this matter?—I am for the promoters, Messrs. Fordham and Phillips, and Mr. Hale; Sir Gore Ouseley has a representative here, Mr. Walcott also, he has separate solicitors.

316. Are you interested at all as steward for the lord of either of those manors?—My partner is steward for the Rev. Mr. Hale, the Lord of the Manor of the Rectory of Therfield.

317. That manor includes all these strips, I think?—It is stated to include two greens on these papers; but on further examination it is pretty clear that Duck Green does not belong to Therfield Rectory Manor. There was some doubt about it. It was stated so at the meeting by someone in the room. The rector is satisfied that Duck Green does not belong to his manor, but belongs to Therfield Manor, and we shall prove that the lord of the manor has exercised rights by granting part of that green.

318. In fact the lord of the manor of Duck Green is the lord of the manor of Therfield Heath?—Exactly so.

319. That is to say the Ecclesiastical Commissioners?—Yes.

320. With regard to the other strip which is said to belong to the Rector of Therfield?—That is the centre against the village green. It is cut up very much by roads, so that there is very little feed, if any, upon that. It is the green where the village is all built round.

321. Three roads run round it?—More than three roads, I think. There is one road in the centre of the village, and it is intersected by roads in all directions, as you may say.

322. That is the only green which the Rector claims as being in his manor?—Yes, the Rector is here; I understand that to be the case.

323. What is his manor?—The manor of the rectory of Therfield.

324. What does it include?—It includes a quantity of land. It was given by the Abbey of

Chairman—continued.

Ramsey to the priests for the time being for the purpose of maintaining himself, and for the use of the Church there; and this land was given to him at the same time. It is interspersed about the place.

325. Let me ask you with regard to that green, do the adjoining owners, or anybody else, claim to have the right of the soil of that green besides the Rector of Therfield?—In evidence of that I produce the court-roll showing a grant by the Lord of a portion of it some years back, and also I have the consent of most of the owners. There are the trustees of the schools that have been built only a short time, whose consents I have not, but nearly every other owner I have obtained consents from. Besides this actual proof of dealing with it, the Rev. Mr. Twining did grant a part of this manor to one Barnard Preston, giving him a garden in front of two cottages. Other parts have been enclosed, but I have not been able to prove them. There was a pound at that end of the green.

326. I suppose the pounds have not been used for that small manor for some considerable time?—The pound was removed down to Hay Green, I believe, from there.

327. Where is Hay Green?—A little further down the map.

328. It is not one of the strips that we have to deal with?—Yes, Hay Green is the largest strip you have to deal with, which is just in the centre of the map.

329. Does that belong to Therfield Rectory?—No, that belongs to the Therfield Manor. The pound was removed from one green to the other.

330. How came the pound to be upon this piece of green which is now the village green?—That I could not say, and I could not get any absolute proof.

331. Who removed it?—The oldest men do not know how it was done, though they remember it being done.

332. That would rather point to their both being in the same manor?—We have absolute proof of the Lord of this Manor dealing with it; and we prove pretty conclusively that the other greens belong to the Manor of Therfield.

333. You say there are a great number of roads across this green?—Yes.

334. If

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Mr. NASH.

[Continued.]

Chairman—continued.

334. If it was improved could not it be made available for recreation?—I think the regulations are to keep roundabouts, and fairs, and booths from taking possession of it at different times in the year.

335. Is it large enough to play games upon?—No, unless it is such games as rounders or small children's games.

336. Now we will take these strips and we will take first of all Duck Green. You say that Duck Green absolutely belongs to the Manor of Therfield?—That has always been well understood to be so, and the bailiff of the manor exercises control over it, and in one instance granted a considerable piece of it, three acres, I believe, or more, to a Mr. Fordham in exchange for a piece at the other end of the village; it was made a public chalk pit.

337. It was a long way from Therfield, and a long way from the common; has any body claimed to have a right over that as owner of the soil?—No one, I believe, except the Ecclesiastical Commissioners; a gentleman is here with a court roll showing dealings with this land many years ago.

338. Now let us go up to those curiously-shaped strips of green; long strips of green near the north of the village?—Washing Ditch Green is the nearest one.

339. I suppose Sir Gore Ouseley's property adjoins that?—Yes, it does on one side to a considerable extent.

340. It does on one side of one piece?—Mr. Beldam's adjoins, and Mr. Rands and Messrs. Fordham have property adjoining that. I am sorry to say I have no reply from Messrs. Fordham at present. I have sent the form to them, but it has not come back again as a consent to that being regulated.

341. How long have you known these greens?—As long as I remember; I was born at Royston close by; certainly for 30 years I should say.

342. You have always known them presumably to form part of the Manor of Therfield?—Yes, I have always understood so; and the bailiffs have exercised authority for many years past. I have paid for taking turf myself years back.

343. Have any of the owners made any claim of any sort or kind with regard to those strips during the 30 years?—None whatever. I have never heard of any such thing.

344. Therefore the Lord of the Manor of Therfield has had undisputed rights, as lord of the soil, over those strips?—He has; and presentments have been made in the court, from time to time, sitting at Royston, as it has done for some years past, of practices that have been carried on. Racehorses doing mischief, and persons cutting too much turf, and so on. They are now upon the rolls, and the rolls are here for your inspection.

345. You say racehorses do mischief; they do not go on those strips, do they?—I am speaking of the heath.

346. I was confining myself, at this moment particularly, to these strips; because these are the only parts that are in dispute at the present moment?—With regard to those I know nothing more than that, from inquiries I have made, the claims have been made by the bailiff from time to time. A man on Duck Green put a cottage

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Chairman—continued.

on a small piece. The bailiff served him with notice that he must take it away in two months; but no further steps were taken against him, and he still remains there. I have a statement from him as to how he acquired that piece, and the bailiff served him with notice.

347. You told me, first of all, that there were no claims whatever upon it, now you are bringing forward this claim of, I suppose, a squatter?—He built this house, and he has undisputed possession of that piece. He does not claim any part of the green, but that piece has been enclosed for years, and he has possession of it, and occupies it.

348. I understand you to say now that he put up a house there, and then the steward of the manor went to him and ordered him to pull the house down?—Yes, that is about 40 years ago.

349. Why did not the steward, if he had a right over this piece of green, make him pay a nominal rent of a shilling or something of that sort?—As far as I can understand, he pays nothing. It is his own property now, and I do not consider it is part of the green. He has signed the form that he claims no part of the green, but he claims this piece.

350. With regard to these other greens, you say you have heard no claim made by anyone?—There is a squatter on Chapel Green, and another person claiming some piece, a grant was made to him of a piece of the waste; that is Thomas Drage. It is on the Court Rolls, which will be produced.

351. What is Chapel Green?—It is in a straight line further down the map than Hay Green.

352. Was that without any acknowledgment whatever?—He holds now as a tenant of the Rolls. I believe it was granted to him as part of the waste. Then on Hay Green also there have been some grants. One William Gatward was granted a piece of the waste there.

Mr. Elton.

353. Are any of these strips now alleged to be within the rectory manor?—No, nothing but this Therfield Central Green, which is not a strip but is a sort of circular green.

354. That is the village green?—The village green.

355. Is that a place where the villagers play sports, games, and that sort of thing?—It is so cut up by the roads that they do not play there. They play on Hay Green.

356. Do I understand you to say that the rector claims that village green as within his manor?—He does Therfield Green; and there is a grant, many years ago, by the Rev. Mr. Twining of a piece of that as lord of the manor.

357. As lord of the manor, he granted part of the village green?—I mean to say it is used as the village green. It is believed to be the property of the rector for the time being.

358. You mean it was not a village green then, but only used as if it were a village green?—Not technically a village green, but used as one.

359. Lords of the manor granted a bit of it to someone else, you say; who was that lord of the manor?—The Rev. Mr. Twining.

360. Rector of the parish?—He was at that time.

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361. The

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Mr. NASH.

[Continued.]

Mr. Elton—continued.

361. The other bits are supposed to be in the Ecclesiastical Commissioners?—All of them.

362. You say the bailiff granted a piece of Duck Green in exchange for the chalk-pit?—I understand the lord of the manor granted it. It was done through the bailiff. The bailiff staked it out.

363. You are going to show us the Court Roll about it?—Certainly.

364. Then about Duck Green, there was an important thing; you told the Chairman of a man building a house on it, and that the lord of the manor's agents came and gave him notice to go?—Yes.

365. They claimed it?—Yes.

366. Then they withdrew their claim?—They did nothing in it. That was the truth of the matter. They did not withdraw it. I will read his statement.

367. Yes, perhaps it will be important?—I have taken the statement from him.

368. Who was the lord at that time?—I am not quite certain; but the Roll is here, and it will give you that: "I, Thomas Gatward, of Duck's Green, Therfield, in the county of Hertford, carrier, say, About 44 years ago, I (on the recommendation of one of the farmers in the parish), as I had no home for myself and family, took possession of a piece of the said green, and built a small cottage and fenced off a piece of garden ground; soon afterwards, Master Manning, a sort of crier of the court for the Manor of Therfield, came and brought me a paper directing me that I must pull down the cottage and leave the spot within two months. I did not know where to go, and took no notice. On another occasion, two gentlemen came from the Therfield Manor Court and took down some notes, but I heard nothing more from them, and still remained on. Some few years after I had been there, the bailiff of the Court came one day and staked out a piece next to me which was to be given to Mr. George Fordham in exchange for a piece at the other end of the village which Mr. Fordham was to give as a chalk-pit. Master Manning was marking out across my garden, but Mr. Fordham said, as I had nowhere to go, he ought not to interfere with me; and he did not. At the time I built my cottage, several people found fault with me, and Mr. Valentine Beldam told me anybody might go and plough up 10 acres on the heath with just as much right, and if they were interfered with they would refer to my having taken a piece of Duck Green as a reason why they should be allowed to take a piece of the heath. They threatened to come and turn myself and wife and family out but never did so, and I remained on. Years ago, there were no sheep put on the greens." This refers to another circumstance; but perhaps I had better read it through. "Peter Gatward was the first to put sheep on, within 10 years ago. Cows and horses used to be put on some ground at the north end of Therfield Green before Barnard Preston's cottages and the school used to be waste of the manor. I think regulations ought to be made. I claim no other part of the green but my cottage and garden. William Gatward, my brother, built a cottage on the Hay Green, but Dr. Weston got leave for that from London, and William Rand bought it after-

Mr. Elton—continued.

wards." William Rand was the other person I mentioned, and the Court Rolls show it was simply a piece of waste at that time.

369. The Court Rolls show that it was granted in the name of the lord of the manor?—Yes, granted by the lord of the manor.

370. Have you any acts of ownership done with regard to the Washing Ditch Green?—No, none. There is the fact that most of the owners of adjacent property have signed to the effect that they wish the greens regulated; but as I have mentioned, Messrs. E. K. & H. Fordham have not replied to the letter that I sent them.

371. Have there been any acts of ownership?—No acts of ownership that I am aware of.

372. Now is this a narrow strip?—It is wide enough in one place to have a small pond in it for dipping sheep, but then it becomes very narrow.

373. Was the sheep washing a matter of periodical usage?—I do not think that pond has been used within the memory of anyone living now, and there are no regulations that I know of in relation to it at all.

374. Do you say that there was a grant made of a part of Chapel Green?—There was a grant made to one Thomas Drage by the Lord of the Manor in 1815.

375. And that you will shew us an extract about?—Yes; also there is a squatter on the middle of it by the name of John Rand; but I cannot find that he acknowledges a right to anybody.

376. Did they try to turn him out?—It was allowed to run on so long that eventually they could not turn him out.

377. On Hay Green, I think you said Mr. Gatward had a bit?—Mr. Wm. Gatward enclosed a piece there.

378. Whom did he take his grant from?—From the lord of the manor. That will be produced.

379. Did he enter into possession under it?—Yes; and built a house there.

380. Any other strips besides this?—There are other strips.

381. Tell me about the acts of ownership?—With regard to Collins Green, Rush Green, and Dane End Corner, I have no information of acts of ownership. They are principally roadside strips with the exception of Rush Green.

382. They are practically parts of the roads, I suppose?—Yes. I might say the reason for wishing to put them under regulation is, that this nuisance of roundabouts it was felt, might also affect these other smaller pieces if they were not regulated.

383. Are these small strips large enough for roundabouts?—They are very irregular pieces at present. There are very few cottages near.

384. I suppose there is no difficulty in warning off a roundabout man now, is there?—That has been the great difficulty there.

385. The owner of the soil can warn off trespassers?—Exactly; and the lords have been applied to, and they have been willing to do what they could if the owners of property would combine too; but they said the herbage belongs to the Commoners, and the soil belongs to us, and it is rather difficult to deal with the matter where we cannot claim the ownership of the grass.

386. We have had no claim put before us as to the absolute right to the herbage of anybody except the owners of the soil, only a right of common

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common?—I was treating that as a right of herbage. The Lord of the Manor considers that although the soil belongs to him there are persons injured by the damage to the grass itself.

387. I think you said that Sir Gore Ouseley had given his consent to deal with the whole?—He did. He signed the application in the first instance.

Mr. James.

388. What is the objection to these roundabouts?—They make a very great and unpleasant noise, and keep up till late at night, to the great disturbance of the neighbourhood.

389. How far are the houses from them?—Within 200 yards; some nearer than that; one side of the green is within 50 yards when they go on Hay Green.

390. Who are the owners of the roundabouts?—Travelling parties that come from a distance. Harris is one of the owners that comes in the neighbourhood, and Shaw was another.

391. Do they attract a large concourse of people?—The villagers turn out in the evening.

392. Do not the villagers rather enjoy it?—I think they do. At the same time they ought to be regulated, and sent to a place where they would not create so much disturbance; as, for instance, further down the green. I do not think the idea is to stop everything of the kind at all. The Rector of the parish is here, and he will tell you more about this nuisance.

Mr. Davenport.

393. Did you attend the public meetings?—I did; both the Therfield and the Royston one.

394. You did not raise any objection at that time?—We were making the application.

395. As representing the lords of the manor in this case?—Yes; they signed the consent. The owners of sheep walks were the first movers, and those I represented in the first instance. But the lords of the manor concurred.

396. You said that the pound was in the centre of the village some years ago?—It is stated so.

397. Does not the fact that the pound was placed there imply that it was part of the manor?—I believe there was only one pound for the whole parish.

398. The ground upon which it was placed is part of one manor or the other probably?—Probably so. It was removed afterwards to Hay Green.

399. Would the regulation, according to this scheme, interfere with this cottage which you have mentioned?—It is not proposed to deal with anyone who has rights of that kind; merely to make regulations for the better management of the thing.

400. His rights, whether they exist or not, at any rate would be admitted?—They are considered conclusive by all parties there, I believe.

401. Right of control by the lords of the manor have been exercised over all these greens to your knowledge, excepting Collin's Green, Dane End, and Rush Green?—I think so. The
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Mr. Davenport—continued.

four principal greens had control exercised over them.

402. Do I understand you to say that you gave notice of this meeting?—By the direction of the Land Commissioners. I had the notices posted.

403. Who fixed the time of the meeting; did you do that?—Mr. Milman sent me a notice to that effect. I had nothing to do with that; Mr. Milman sent me notice.

404. Then you issued the notice?—I had the notices posted.

405. Did you superintend the printing of them?—They were sent to me printed; forms were printed and I had them filled up in accordance with one completed copy.

406. Was the hour of the meeting determined upon by you, or by whom was it determined?—By Mr. Milman, as far as I know. I think by-the-bye the notices came from the Land Commissioners; I am not sure of that. They were sent to me either by Mr. Milman or the Land Commissioners. Mr. Milman certainly wrote to me and told me the time, if he did not send the notice. I think he inquired whether certain days would suit, and then a notice came from the Land Commissioners afterwards.

407. Did he also consult you as to the hour of the day when the meeting should be held?—I believe not; I do not remember anything of the kind. I have the letters here which could be referred to.

408. Do you know who are the owners of the land adjoining these strips and greens?—Yes, I have the names of all of them I believe.

409. How many were present at the meeting in Therfield?—All the principal ones were at the meeting, or represented I should say. I think Mr. Beldam was not represented; but Mr. Fordham, and Mr. Phillips, and Sir Frederick Gore Ouseley, and all the other large owners were there, or were represented by their legal advisers.

410. Can you tell us anything about the prior history of the inclosures of this district; do you know how long it is since the common lands along here were inclosed round Therfield village?—The very old inclosures I do not know; but I have with me a copy of the award giving the dates of the different allotments that were made under the General Inclosures Act.

411. What date was that?—It was completed in 1848, I believe. One of the Commissioners appointed for the inclosure died and another was appointed, and it caused delay I presume, and it went on I think for eight years or so.

412. Do you know whether the bulk of the land adjoining these greens and strips was dealt with by that award?—In nearly all instances I think. Therfield Green was not dealt with so much I think; but I think all the land on the others was dealt with at the same time.

413. Then that would be the time when these greens and strips took their present form, would it?—No; the greens were ancient waste, and we have evidence to show that they were in existence, and were used by the poorer class for cows at that time.

414. How far back can you carry the existence of the greens in their present shape?—We can carry them back very long before then, and we have old entries of the parish where it was decided
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who was to put the cows upon the greens for the year. That seems to have been done generally in this way. The lord of the manor had the books sent to him, and then the parish in vestry decided who was to use this green for a cow common for the year.

415. The parish in vestry assembled decided as to that?—Yes.

416. Can you give us any idea how far back those records go?—The parish book will show. It was in the 17th century, I think; so that it is a long time back. Then from 1725 to 1765 there are entries as to persons who were to turn cows upon the green for the year.

417. Can you go still further back and tell us when the greens and strips originated; that is to say, when they became marked out from the adjoining lands?—That, I think, is impossible. They are mentioned very early in the court rolls of Therfield. The Hay-green and the Chapel-green, and one or two of these greens are mentioned in 1625; but it is all in Latin. I have only seen it this morning, and have not had an opportunity of having it translated; but there is the mention of those greens many years before. No doubt they are very old indeed. My own impression is that when the manor was divided among the freeholders and copyholders those were the pieces that were left, and not given to anybody, but were used by the tenants, freeholders and copyholders, about that time. I think there is evidence of that.

418. What time do you point to when you say "about that time"?—I cannot say when the manor was divided. Clutterbuck's old history took it from the time of the abbey giving this other manor to the Rector for the time being; but they do not pretend to say how these manors originated in the first instance. I have looked at Clutterbuck and Chauncey and other authorities.

419. When the rest of the manor was appropriated this was left as waste?—The other seems clearly to have been dealt with as open common fields. Each person had the right of keeping so many cows on this waste; but they had no right whatever in the soil.

Chairman.

420. Did you attend both the meetings?—Yes.

421. Were the people, before this time, anxious that these regulations should be enforced?—I believe that they were thoroughly so, and are now.

422. Both the people at Therfield and the people at Royston?—Yes, I believe they are all anxious to have them carried out.

423. The advantage of regulation will be much greater to Royston than it would be to Therfield, will it not?—No. The principal reason of the regulation is the sheep walk question, which affects Therfield only; and the people there are the movers in the matter. The Royston people have not moved in any way. They only say, "Do not shut out our rights of cricket and other sports that we have used for a great many years." Therefore the sheep right is the reason of this regulation being applied for, and the all-important one.

Chairman—continued.

424. You have not answered what I intended to convey by my question. What I intended to convey by my question was this: that if the heath is regulated it will be a great advantage to Royston, far greater than it will be to the inhabitants of Therfield itself. I am not talking of the rights of sheep, the question to which I shall come presently?—So far I think there would be no advantage to Royston except that the cricket field will be kept a little more clear. No one damages the cricket field now, and there has not been the slightest need for regulation so far as Royston is concerned.

425. The regulation of this heath is not with a view to make it more difficult or to the filling up of holes, and so forth, but simply to make it better for the use of the sheep that may go on it?—At present it is not intended to do anything in the way of filling at all. Of course it may eventually be done under regulation, but it is not intended to do anything of the kind, nor is it needed. The Royston people have not asked for anything to be done, nor do they intend to do so.

426. Is it a good gallop for race horses?—Yes, there is a nice piece.

427. If you are to make money on that you would have to keep it in decent order?—It is not intended to do anything of the kind. At present the race-horse masters attend to that themselves, and it is not intended to put anything more than just a nominal charge upon them so as to prevent its being used in an excessive manner. Sometimes there have been as many as 70 horses trained there. Now the number is reduced to less than 30, and the damage they do is not perceptible in any way. It is not proposed to do more than to keep a little control over them, and to charge them a small fee.

428. Quite so, but I understand part of the scheme is this: that they should pay a certain amount, and that other people taking turf away shall pay a certain amount under certain circumstances, and that the money so raised should go towards the expense of regulation?—Yes.

429. And that the inhabitants of Therfield will not be called upon to pay anything for the regulation. But I understood from the evidence before us that it would be of more benefit to Royston than to Therfield?—I would say this: the heath is more beneficial to the Royston people than to the Therfield people; but they do not want any alteration or any money spent upon it at all. No expense is required. The only expense we consider necessary will be in relation to the election of the Conservators every year, and little matters of that kind.

430. Now we will go to the meetings. The first meeting was held at Therfield in the morning at 11 o'clock?—Yes, Therfield was the first one of the two.

431. How many people were there?—I think it was 28. I took the names down for Mr. Millman.

432. Was it a representative meeting?—Yes, fairly representative. I have sent to Mr. Millman a list of the names and their occupations.

433. How many labourers were there at that time?—None described as labourers. There is a brassier, and a tailor, and publicans, and small farmers,

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farmers. The labouring class, as a rule, do not attend these meetings in the country at all. I do not see anyone described as a labourer.

434. There was a meeting the next evening at Royston?—Yes.

435. What time was that?—That, I think, was at seven in the evening.

436. Were any labourers there?—None described as such, but there were many men not much above the position of labourers, mechanics principally and men of that class.

437. Supposing there had been a meeting in the evening at Therfield, do you think the labourers would have come?—I do not think so. They do not often take much interest in these matters. I have seen a good many of them since our last meeting.

438. You do not think, if another meeting had been held at Therfield, you would have got the labourers to come?—It would not have roused their interest. They do not consider they have any right to the green. They might have come in out of curiosity, some of them; but my experience is that it is difficult to get labourers to take an interest in these matters. They seem tired after their day's work, and do not care to go out again.

439. These were the meetings you had assisted in publicly advertising?—Yes.

440. We have heard an objection, as you are aware (for you were at the last meeting), from certain inhabitants with regard to the want of benefit that this regulation would be to them. Was there any objection made at either of the meetings with regard to the regulation of the heath, or of these strips of green?—I should say none whatever, except in this way: that some said the right of turning sheep out ought to be accorded to persons out of the parish, and others said they thought it ought to be confined to those in the parish.

441. I will come to the sheep directly?—It was not an objection to the provisions, but an objection to the minutiae, and certain questions of that kind arose.

442. There was no objection to the regulation of the common by any of those present, nor any objection to the steps that were proposed to be taken?—None; I had heard of none of them except from Mr. Lees. I think he drew up a sort of protest, which I have with me.

443. Who is Mr. Lees?—He is the promoter of the petition you have heard of.

444. He lives at Sandon?—Yes.

445. Now we will go to the question of the sheep?—I should like to say something more about that petition, if you will allow me. I wish to make some remark upon it. I have a copy of the petition here, with the names. I will say, first, it is signed by 40 persons. I had no opportunity of seeing it until after the last meeting. Since then I have seen some of these persons. Twelve of them appear to be Mr. Lees, Mr. Turney, or men in their employ. Four of them are persons who take parish relief. Three or four of them never saw the paper at all. The explanation from three of them was that their wives signed in their absence, as they believe. Twelve of them, whom I saw personally, did not understand what they had signed, and they have signed another

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paper exactly contrary, saying they wish to see the regulations carried out. They did not understand what they had signed, because they were given to understand that the Royston people were wishing to take the heath away from the Therfield people, and they thought that was not fair. They did not mind their using it as much as they liked for cricket, and so on. Others were told that if they signed they would lose their chance of an allotment. So that there is not one of the 12 or 13 that I saw that understood what he signed at all, and I have the signatures of 12 of them who say that they did not understand what they signed, and that they wished to see the regulations carried out.

446. As I understand your statement, it is simply this, that most of these men who signed in the first place thought that they were going to lose some benefit by this regulation of the common which benefit would go to Royston?—That is exactly so.

447. And would not be to their advantage?—Yes.

448. And the others thought they would lose any chance of an allotment which they might have under this regulation?—Yes.

449. Then you explained to them what the regulation was, and that it had nothing to do with allotments?—I did, and I showed them a copy of the Report of the Land Commissioners, in several instances leaving a copy with them. I will just read this statement of Thomas Gateward. "I, Thomas Gateward, of Dane End, state that I signed a protest against the proposed Regulations for Therfield under a misunderstanding. I understood from the person who brought the paper to me that it was a claim for a common right in respect of my houses, and that if I did not claim I should be left out. I approve of the regulations being made whether I have any right or title to the greens or not." I have several others. I may say that I took these down from the men, and read them out to them in every case, and they signed them themselves. "I, James Jones, of Therfield, say that I signed a petition against the regulation of Therfield Heath and Greens under a wrong impression, that Royston people were trying to claim the heath away from Therfield people. I think it would be a good thing if proper regulations were made for the heath and greens." That is signed by Jones and William Russell Shackleton. Then I have one of James Watson. "I, James Watson, of the Bank, Therfield, say that, so far as I am aware, there is no other person of the name of James Watson in the parish, and I have lived here 35 years. I have not signed any petition or protest against regulations for the heath and greens of Therfield parish, and I do not understand my name being put to the list. I think it would be a good thing for the greens to be regulated as to the time of putting cattle or sheep on, and other purposes." I have explained that some of the wives signed in the absence of the husbands. This might have been a similar case as I met him in the parish, and not at his house.

450. In fact what you understood was this, that misrepresentations had been made to most of these men with regard to what would happen if

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the green was regulated, but when they came to understand what the regulation meant, then that they had no objection to the scheme?—Exactly so. Not one whom I went to understood what it was.

451. Now I will go to the question of the sheep. We should like to know particularly what rights there are of turning these sheep out upon the heath and upon these strips of land or elsewhere. We will take the heath first, because that is an odd piece by itself?—With regard to the heath it is well understood by the people at Therfield and Royston that it belongs to the lords of the manor. The bailiff of the manor has always exercised rights of supervision over it. A certain charge has been made for many years past for cutting turf, 5s. a pole. I am speaking of what has taken place for ten years according to my own knowledge, because I have paid for it for that time back myself; but for many years further back there has been a sort of control exercised by the lords of the manors.

452. With regard to the cutting of turf, it is not a deep operation, I suppose?—No.

453. It is merely the turf upon the chalk?—About 1½ inches is taken off, and it takes seven years or so to recover thoroughly, but no depth of soil is taken away.

454. Is the cutting of the turf in that way a mischievous thing?—It is a great eyesore, and it spoils the sheep feed for some years. With regard to the charge made, I should say that I know the bailiff has received moneys in that way for some years past. But the lords, as I understand, at the time were not clear whether that belonged to the commoners or themselves, being part herbage and part soil; and although I believe they did on one occasion take a little sum from the bailiff, they afterwards decided to leave it. I was told on one occasion that he had as much as 7l. Eventually he came to grief and the money was lost so far as the return goes. I believe very little has been received, but I think Mr. Hart Dyke from the office will be able to show that something has been received as showing the lord's right to take something from it.

455. What is the regulation with regard to the sheep as to the quantity of land that a man holds in the manor or the quantity of sheep that he is allowed to turn out upon the common?—It seems quite clearly from a case tried in the Courts that the right is one sheep to the acre of all commonable land, not old inclosures, and not land in some separate manors or sheep walks, of which there are several in the parish, Lord Dacres, the Mardley Bury manor, and others.

456. Do I understand you to say, that the right of turning sheep upon this Therfield Heath was confined to those who had rights on the commonable land which was inclosed?—Yes, on the heath that was the case, not the greens.

457. There was a large quantity of commonable land in Therfield parish originally, was not there, which has been inclosed?—That is the large bulk of it.

458. Can you tell me at all the quantity of that land?—I will read a few paragraphs from the case submitted to Mr. Walter, because it gives exactly an answer to the question you ask. This is a case which was submitted to Mr.

Chairman—continued.

Walter for his opinion, at the time of the Therfield inclosure, and it is dated 1840: "The open field arable land, containing about 3,000 acres. These are subject to a right of common for sheep every third year, from the time the corn of the second year is carried off to the time of re-sowing of these fields in the autumn of the third year. The sheep which thus feed on the lands are the sheep of the owners of these lands, who turn a flock into the field, consisting of one sheep for every acre of land the owner of the sheep possesses in these common fields."

459. You say the common fields were 3,000 acres?—Three thousand acres.

460. You also say they had the right of turning one sheep per acre over every third acre?—Yes, on certain parts. It varied according to when the corn was sown.

461. Quite so; that is to say, taking it in rough terms, it would be 1,000 sheep a year that would be able to be placed upon that common?—It would seem so: "From the time the corn of the second year is carried off to the time of re-sowing of these fields in the autumn of the third year." That seems to have been the time.

462. Then taking it in rough terms, Therfield Heath has a right to carry 1,000 sheep?—That is the common land.

463. I ask you what number of sheep have a right to be turned upon Therfield Heath, and you read me this to show me that you would be entitled to go upon Therfield Heath as well as upon the common land?—I understand you to ask me what was the quantity of common fields which was inclosed. That is 3,000 acres.

464. My question to you was, what number of sheep have a right to be turned upon Therfield Heath?—I am coming to that directly, sir; this is only the question as to the common fields. "The commons or greens, comprising about 20 acres in the parish, lying in permanent pasture, never ploughed or mown; those are fed by the cows of the occupiers of old cottages in the parish; it is not intended to touch these commons, but to leave them to be stocked as heretofore;" that is the time of the inclosure; then paragraph 3: "The heath containing about 4,00 acres of pasture, never mown or fed, but always depastured by the flocks of the owners of the open field land at the rate of one sheep for every acre of such lands; it is not intended to allot these heaths, but to leave them to be fed as heretofore."

465. Then it is exactly what I state to you; there are 1,000 sheep a year which were kept upon these common open fields, and those 1,000 sheep are entitled to be turned upon this common?—No; on the heath they are entitled to turn every year, and not once in three years as on the commons, so it would be the whole 3,000 upon that, the whole 3,000 on the heath.

466. They can only keep 1,000 sheep there?—That is on the average on the other; one in three years you are putting it; that is a third of 3,000, but the whole 3,000 would be entitled to go on the heath.

467. Quite so, but they did not put the 3,000 there at once?—They might do so; I am only speaking of that; according to this, I should say they might have done so, but naturally they would

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would not put them because there would not be grass enough for them.

468. I will ask you only one more question upon that, and that is simply this: I thought you told me just now that there were two-thirds of the land that were reserved for corn-growing crops, and therefore they made the regulation that there should be only one-third of the sheep upon the land?—I read you that as applying entirely to the common fields, not to the heath, which was not a common field.

469. Quite so, but if they were not able to keep the sheep on the common fields, they would not have the sheep to turn upon the common?—They had other land that they might keep their flocks on; they were not allowed to keep more than a certain quantity on the common fields, but there was other land in the parish.

470. According to your statement now, 3,000 sheep might be turned out there?—According to the statement I have on the Enclosure Award it is 2,000 and odd; I can give you the exact number.

471. I wanted you to tell us exactly what they could turn upon this Therfield Heath?—I have extracted from the award every allotment that was made and would be entitled to a sheep-walk, and, according to that, I find there are 2,385 divided between about 15 owners. Then I would point out to you that those sheep were kept on all the common field land as well as the heath at that time. Therefore, it is no proof that the heath could bear that number now. On the contrary, it would seem to prove that it could not take that number.

472. I presume that in the regulation of the heath the 15 owners would be limited to the quantity of sheep that could be put upon the heath?—That, I think, ought to be done; but there is nothing to pin it to that as the regulations stand at present. The number is to be ascertained, as you will notice, by the valuer, and also when they ought to put them on. It is, as I understand, a question for the valuer to decide.

473. The next question I should like to ask you, and it is an important question, is this: I am told that Therfield is particularly anxious that they should get a recreation ground near the village?—That, I think, everybody is agreed upon. A difficulty was that the Land Commissioners do not see their way to do it, or else it was asked for in the regulations in the first instance.

474. Quite so, but do you think it would meet with the approval of the inhabitants of Therfield if the confirming Act stated that a certain amount of land, say 10 acres (if it could be purchased reasonably near Therfield), should be purchased, and that land upon a certain portion of the heath should be sold to pay for that 10 acres of land?—I think no doubt that would meet with the approval of all. The only difficulty seems to be that the heath land is very poor, and it would take a very large quantity to make it near the value of the 10 acres of the good land in the parish.

475. Is there any portion of the heath that might be sold for building purposes without detriment to the heath and to the benefit of the neighbourhood?—I do not think so.

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Chairman—continued.

476. Not any near Royston?—I should say not. It is hardly suitable land, unless you come to the corner where you enter from the town, and that would cause a good deal of opposition, I believe. The other end of the heath seems the more suitable plan, if some one could be found to take a part of that in exchange, or, it seems to me, a strip along the side.

477. Would not that curtail the gallop for the racehorses?—It might be taken at the side. There is some land on one side which is not used by racehorses at all; but I am afraid it is very poor land, and that is the difficulty.

478. Do you know Penhill and Churchhill?—Yes.

479. Would that be a good piece to sell?—That is nothing but a high hill, called the Church-hill, because it is almost as high as a church steeple. I do not think it is of any value for agricultural purposes. It would do for planting trees, for a rabbit warren, or anything of that kind. But along towards the end of the heath there is a piece of the green which is never used by racehorses, but which is very poor indeed.

480. You think it would be a very good thing if it could be done?—Yes, any scheme of the kind would be good, I think.

481. But you do not think that piece close to Royston would be suitable?—That is very uneven ground at present. I do not know whether it could be made suitable for building. It is a rubbish hill at the present time. There is a large rubbish heap-hill there which everybody throws old tins and rubbish of that kind upon. It is rapidly filling up. It is not a suitable place for building on at the present time, but perhaps, by a good deal of expenditure, it might be made so.

482. Your opinion is that, in the interests both of Therfield and Royston, it would be a very good thing if this common were regulated as proposed by this award?—I do; I think if it were left to the conservators to find some plan of exchange of property, they would be able to work the matter, as everybody interested in it is anxious to do it, and therefore I think there is sure to be a plan found.

Mr. Bryce.

483. Have any suggestions been made as to the size of the recreation ground that Therfield ought to have?—Nothing of the kind has been mentioned, but I think seven or eight acres would be the least.

484. Is there any suitable piece of ground that could be added to one of the greens, and then we should have the benefit of the green for the recreation ground as well as the piece obtained?—An idea of that kind has been considered with regard to Hay Green. The difficulty seems to be that it is very uneven ground between the two. But I think that might be overcome by the levelling and draining, and then a good part of Hay Green could be used as a recreation ground. If it were taken out of that field, I think it would be feasible.

485. Chapel Green would be feasible?—No, I think it would be practically of no use, it is so far from the village; besides there is a squatter's house in the middle of it.

486. The part adjoining the town of Royston is

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[Continued.]

Mr. Bryce—continued.

is the place where it is most useful for the people to recreate themselves?—Yes.

487. Is Royston an increasing place?—Not fast; very slowly.

488. Do you say there is no land at all at the other end of the heath?—The land of the heath is very bare; in some places, taking the turf off, they come upon the chalk underneath.

489. I gathered from the previous witness that towards the south-west end of the heath there was some land that was supposed to be pretty good for agricultural purposes?—Mr. Fordham is the owner of that neighbourhood. He is here, and he will tell you what he considers it. It is generally found to be very poor, but he will give you better information than I can as to that.

Mr. James.

490. You read some extracts from some letters from people who signed that document which was sent to the Committee. Can you give any information as to who was the original compiler of the letter?—Mr. Lees, who is here, I understand sent it round by his foreman, Thomas Drage, and it has the heading of his address upon it.

491. Who is Mr. Lees?—He is a farmer living at Sandon, owning some few sheep-walks. He is a tenant of Sir Gore Ouseley.

492. Does he object?—He proposed at one time that it should be a cemetery, and then a people's park, and now he objects to this, so that really I must ask him to explain that. But he has sent me a letter proposing it should be made into a people's park, and then it should be turned into a cemetery.

493. Is that close by?—A few miles from Therfield; about four miles off, I should think. He has a farm under Sir Gore Ouseley in the parish, and some property in the parish, giving him a right to some few sheep stints; eight or so.

Mr. Hunter.

494. Is Therfield in the habit of holding parish meetings?—Yes.

495. Are you a parishioner?—Yes, I am, but I live at Royston, so that I am right away from Therfield. I never attended any of the meetings, not any of the vestry meetings, but the rector is here himself.

496. You do not know what time they are held?—No, I do not. I am about three miles away, so I do not go. I live in Royston town, but in the parish of Therfield.

497. Can you account for the man who signed the paper with a cross being able since we last saw you to write such extremely fluent letters?—I wrote the letters from what they told me. I took them down from the men, and then they either signed or made their marks.

498. In your part of the world, when people are so illiterate that they can only make a cross, are they still able to express their thoughts in such very fluent, excellent English?—I will read you one which is in his own words: "I, Phillip Noade, say that I should like to see the greens regulated so that cattle and sheep are kept at certain times the same as in the neighbouring parish of Sandon about the 12th of May, for going on, because it is not fair to go on as they are

Mr. Hunter—continued.

doing now." I explained about the regulations so that he understood what they meant. I wrote it down, however, and it is in my handwriting; but I took his and the other signatures which follow, and I am prepared to say that that is what they said, if necessary.

499. It did not occur to you to suggest it would be better to have a meeting; is it your suggestion that working men attend meetings better in the morning or the evening?—I did not consider it at all. I do not think many would have come even if it had been in the evening.

500. You have not had experience of holding meetings in the country?—Not upon the subject of these enclosures. I have other meetings. You cannot get the labouring men to attend them. I find the greatest difficulty, whatever it is for, whether for politics or anything else.

501. Have you ever had any contested elections in your part?—Yes.

502. Have you not found on those occasions that the men will attend the meetings?—There is great difficulty in getting them there; that is my impression. We have always found a great difficulty.

Mr. Elton.

503. You were good enough to say that you had taken down in these letters what the people said?—Yes.

504. One of them was signed by seven people, was it not?—Yes.

505. Were they all present together at the same time?—No.

506. Did they all say exactly the same thing?—They all said they thought the greens ought to be regulated.

507. Did they all use the same words?—I mentioned to them the fact of its being regulated, and I read it over to them before they signed it.

508. You said you took down their words and that you were prepared to swear to them?—I said this is what they said. I did not say I took their words down, at least I did not mean word for word.

509. Your explanation will appear upon the shorthand notes; my note of what you said is that you took it down from the men themselves?—Not the words they used, but what they said in a general way.

510. You really took down, did you not, the signatures to a thing which you had already prepared. Is not that so?—No, not exactly, because I prepared it with the first of them, and when they seemed to take the same view I said: "Your wishes seem like Mr. Noade's; I will read you what he said, and you will see if that is your view."

511. You told the second one that the first one had said what appeared on the paper?—When I had conversation with them and found out what their view was I said: "You seem to think as Mr. Noade thought." There are four or five different forms here.

512. Were they under the impression that the previous signer had invented that thing himself, or did they know it was a form you had taken to him?—I did not take the form to the first one; I wrote it with him. I had not prepared it before I went.

513. Did he suggest the form?—He did, referring

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[Continued.]

Mr. Elton—continued.

referring to Sandon, regulations of which I knew nothing at all.

514. Will you show us the one in which the form of words was suggested to you?—He gave me the whole idea, and they are principally his own words, although I will not say I took the exact words.

515. And that is the one in rather illiterate language?—Yes.

516. What do you say as to the ones that are in more literary language?—They were taken by one round to the parties after one had made the statement. But I may say I was engaged upon this late, and had to leave off at half-past ten last night, and I could not write each one's down; it was impossible; therefore I took their general views, and they agreed and signed, or made their marks to which form they approved.

517. Mr. Gatward says he signed under an impression?—Or misunderstanding; it is the same thing, but misunderstanding is the word.

518. Was that his impression or yours?—He told me that they had represented to him that if he did not claim he should lose an allotment, that if he claimed he would get an allotment as he had done under the previous enclosure, or as others had done under the previous enclosure, and if he did not do that he would lose the allotment. Then I probably said, "You did not understand it," and he said, "No, I did not understand what they said," and then I put the words certainly there "that he signed under a misunderstanding."

519. The reason why I was rather precise was that you told us these were people who could not understand this document, which was drawn in very simple terms, but that they appeared to understand a much more complicated one?—It is quite clear they did not understand the other, because they were told it was a question of claiming allotments, and that they would get some land if they signed.

520. You have said that misrepresentations were made to them. Have you any objection to tell me who made these misrepresentations?—I have no objection to say that Thomas Drage told them this, and he told them that Mr. Lees, who is in the room, sent him round.

521. You said misrepresentations were made to the people who signed that memorial which we have got. Who do you say made those misrepresentations?—I say Thomas Drage told Gatward, according to Gatward's statement to me, that he would get something by signing in the way of an allotment, and that if he did not he would lose it.

522. How many of the 40 do you say that misrepresentations were made to?—In other cases they were told that the Royston people wanted to take the heath away.

523. Who told them that?—I say this, that there was not one of them understood it was merely a question of regulation, and not of appropriating anything.

524. How many of the 40 did you ask?—At least 12; I have 12 signatures here.

525. You understand the seriousness of the charge about the memorial that is before the Committee of the House. Do you come here and undertake to say that that memorial is signed by people who did not understand what they

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Mr. Elton—continued.

were writing, and who, if they could understand it, were misled by false statements made to them beforehand. Of course, that is a gross and serious matter to ask the Committee, who follow the common practice of taking the contents of documents signed as being what people mean. Now you offer to prove that those documents are not valid, and are not documents which should be considered, but are things put in by mistake?—I say that not one of them understood what he signed.

526. But you only asked 12 out of 40?—I could not do more. You must bear in mind this was a very short adjournment, and I had all these owners to consider as well.

527. But you understand it is a gross allegation to make?—I consider it my duty to say what I had ascertained, and I say that was positively the case.

528. You said that some of these people who memorialised this House were in Mr. Lees' employ?—I said in Mr. Lees' or Mr. Turney's employment. They both of them took the same view.

529. How many of them?—I think it is 12, but I will refer to my note, because I have the names here. However, Mr. Lees will tell you.

530. I do not want the names, the number will be sufficient?—Twelve. They are either Mr. Lees, or Mr. Turney, or their men.

531. You do not suggest that Mr. Turney is not to be believed when he signed a memorial?—Oh no, not in the least. I believe he objects to the sheep-walk question, because he likes the sheep being turned on from out of the parish. That was the objection raised by Mr. Turney at the meeting, and I believe that is really at the root of this petition.

532. Do you suggest that we are to disbelieve the statements made by these persons who are in Mr. Lees' or Mr. Turney's employ because they are in that employ, or why do you put to us that they are in their employment and therefore their memorial should be disregarded?—I put it to you in this way: that men in the employment of a person are apt to sign without considering much what it is that the master sends to them. Then others which I have gone to are not in their employ, and they do not understand it, and therefore I say, though it is for you to judge as to the matter, that it bears the inference that they were rather inclined to follow their master without considering their own interest.

533. In fact, you do not believe their memorial?—I distinctly say that.

534. Why should the House disregard the statements of people who have parish relief?—The parish relief persons have not, as I take it, any claim upon the greens. They have no cattle and sheep that they can turn upon the greens. Another reason is, though I do not wish to be personal, that Mr. Lees is guardian of a neighbouring parish, and I think that that fact carries some weight with the poor, because they are dependent upon guardians to some extent.

535. We always presume that officers will perform their duty in a proper way?—And I do not suggest that Mr. Lees would not; but such people are apt to think that they had better follow the lead of the guardians. I do not for

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Mr. NASH.

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Mr. Elton—continued.

one moment say or suggest that Mr. Lees would do anything wrong in the matter.

536. Is it not the fact that persons in receipt of parish relief are brought up as witnesses, and objected to on the ground that they have but little interest in the matter, but the Court has held that, being very old people, they are sometimes the best of witnesses?—For some purposes they may be the best of witnesses, but the question is whether they have any rights in the matter.

537. Then another objection you urge is that the wives signed for some of them?—Yes.

538. Do you say the wives sign without the husbands knowing?—The husbands knew nothing about it at the time.

539. You ascertained that from four husbands? Yes; and the wives were present and said so.

540. You asked all the four?—No; I said that one of them knew nothing about it, and I assumed he had signed in the same way. One I met in the village, and he knew nothing about it. There was no one else in the parish who bore the same name, and therefore I could not say how it was signed, so in charity I assumed that he was away, and that they got the wife to sign.

Mr. Davenport.

541. What was the name in that case?—James Watson is the man who had not signed at all. There is a Joseph Watson in the parish, and I thought there might have been a mistake; but I went to Joseph Watson, and he had not signed either. So I presume it may have been this man's name signed by his wife.

Mr. Elton.

542. I was talking about the other three. Did you call upon them and ask whether their wives signed, or whether they signed?—I saw them in the presence of the wives. They said they had not signed. The wives said, when I told them: "My husband was out." They said "You had better sign," and I did sign.

543. Did you call upon all of the three?—I have a recollection of three of them. Yes; I can give the names of them.

544. That makes four with Watson?—With Watson.

545. And you put it to us that the wives not only signed for them, but had no authority to sign for them?—And did not understand what it was when they signed.

546. You asked the wives?—Yes, I did.

547. What did the wives say?—In each case the wife said she had not understood what it was a bit, and in each case the man signed the other way, as I have told you here to-day.

548. Now about the meeting. You said the labourers did not go to the meeting. I presume most of the labourers would be at work at that time of day?—Eleven o'clock; no doubt those would be that were not out of work.

549. So that whether they took an interest or not they had not a chance of attending?—They had not unless they lost their time.

550. You are familiar with the rule to the effect that the place interested must have one meeting at least between 7 and 10 o'clock in the evening?—I must say that I left that entirely to

Mr. Elton—continued.

the Land Commissioners. I did not attempt to guide them.

551. The Therfield people think that they are making themselves liable to be rated, but did you find that impression among them?—I did find that was the case; that some of them fancied that trees and things would be planted upon the Royston Heath, and a claim would be made upon them to pay the expenses. That was one report, but I really had not time to put down all.

552. Would they be, so far as you can judge, liable to be rated?—My impression is that nothing of the kind is contemplated, and I am quite certain, on behalf of those promoting the scheme.

553. How is the expense of the election of the conservators to be met?—At the time we proposed the scheme we knew nothing about that. That was only a detail. Now we consider a small charge for race-horses of, say, 10 s. or so; I think they charge 5 l. or 7 l. at Newmarket; something very small we propose; and then the sale of turf at about 5 s. per pole which has been the charge, and which persons have been ready to pay, would make a small return, and pay the expense that was going on. We asked the Land Commissioners to be good enough to say how these expenses would be met, and they say that would be for us to do.

554. I think you said cutting an inch and a-half of the turf away would amount to a spoiling of the green, and that you did not intend that to be continued?—For some time past it had been an understood rule with the bailiff, whether persons had the power to make it or not, that the turf should not be cut on one side of the Therfield-road, near Boyston, otherwise persons have been allowed to take turf in a proper way, and it is the wish, I believe, of all concerned, that that practice shall be continued.

555. I understood the lords of the manor were wishful that the turf should not be cut?—I have never heard any view expressed against it.

556. They have given up the practice of late years?—No, their bailiffs were permitted to charge 5 s. a pole, and to allow it to be cut.

557. Is it cut now?—Yes; within the last few weeks they have been cutting the turf.

558. Scraping this thin turf off the chalk?—I do not think it is so shallow there. I have noticed places where the chalk was actually exposed afterwards.

559. If you were regulating the common, would you make a rule against skinning the turf like that?—Where turf is so thin as that it should not be cut at all, but in some parts it leaves a nice brown fibre underneath, and in a few years that does become covered again, and there I think 5 s. a pole is almost as much as the land is worth, and therefore if people will pay for the grass, it is worth while to allow them to do so. That is the view that people take, that it does do temporary damage, but at the same time it is worth allowing at that good price.

560. You are taking powers to do this destructive act?—It does not destroy it.

561. It is a wounding of the thing you would say, but not a killing?—Yes, that is the idea. But it is to be done in a moderate way. It has been carried to Cambridge and Baldock, a distance of 12 miles or more, and sold in large quantities, so that a large square patch has been taken.

562. Would

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Mr. Elton—continued.

562. Would it not be better to drop the practice altogether?—It would be a matter of inconvenience to people who have adopted that plan. I think the convenience of taking it is greater than the injury done to the grass.

563. I was not quite able to follow all the calculations about the number of sheep that would run on this heath, but I understood you said the common field owners might also have run sheep on the heath from their own enclosures, as well as from their common field lands?—I said I think there was nothing to prevent them keeping larger flocks than the heath would sustain, because they might keep them on other ground of their own. In the award map it is shown, and you will see there is a large tract of grass land.

564. In the opinion you read us, and upon which you based your own opinion, it was only the common field lands that had the sheep run?—That is what I think I said; at any rate, I intended to do so. It was decided in a court of law that that was the effect: one sheep to the acre. The Chairman suggested that more might be put on, and it was merely in reply to the Chairman that I made the remark.

565. You would rather hold to the opinion which said it was only a person who had common field land who had the right to turn out?—That was clearly decided in court; one sheep to the acre.

566. One sheep to three acres, was it not; because it was only once in three years?—I have never quite understood about the crop. They speak about the Tilth Field and the Eache Field, and so on. That meant certain times of the year when the crops were taken off; but as I read the case for opinion, it did seem, as the Chairman pointed out, as far as the common fields are concerned, it meant 1,000 sheep at a time.

567. One thousand for 3,000 acres?—Yes.

568. There would only be room on the common field system for 1,000 sheep, though there were 3,000 acres?—That would not apply to the heath. There would be 400 acres of heath as well.

569. I was going to say, owing to the system in the common fields, there would be only room for 1,000 sheep at a time to be using the open parts of the field; as a matter of fact, there would only be 1,000 sheep who would ever come on to the heath; is that a correct way of putting it, as far as you know?—I really cannot quite make it out clearly from this. It does seem so at

Mr. Elton—continued.

first sight, but I have no knowledge of it further than the Chairman called my attention to it.

570. As there were over 2,000 stints, that rather alters the calculation?—But then, you see, there would be the heath with 400 acres more.

571. Every acre may be counted as one of the stints, and yet its turn would only come to feed a real sheep once in three years?—I do not know how to explain it, but from the award it comes to 2,000 odd, as I read it.

572. I understand that the herbage is claimed more than the rights of common. It is somewhat doubtful whether the herbage itself does not belong to the commoners on this heath?—You see, I am treating herbage and the rights of common as the same thing.

573. You know that some people regard them in a different light?—Yes, I am regarding them as exactly the same. I make no distinctions there.

574. One of the honourable Members pointed out that there were some old tumuli in the district to be regulated. I believe the Act of Parliament allows provision to be made for taking care not only of old trees, but also of objects of interest?—I understand so.

575. Is any provision to be made for them that you are aware of; or is there any feeling about that in the neighbourhood?—Some years ago, I believe, a good many of these tumuli were opened, and urns and things of that sort were found in some of them; but that sort of search seems to have died out. Nothing has been done for some time. I do not know of any proposal to do anything of that kind.

576. Not to preserve them as ancient monuments?—I take it that under these regulations the conservators would in all probability at once stop anything of the kind being done. They would have full control to do so, as I understand the regulations, but I know of no scheme.

577. No scheme for the special preservation of them?—There is nothing specially mentioned.

578. Or for putting them under the Ancient Monument Act?—I do not think they would allow them to be interfered with, but I do not think there is anything specially binding conservators so to act.

579. There might be provisions put in if they chose to ask it?—It is not put in by the Land Commissioners, and it never struck me as necessary, because I think the conservators would have full power to see there was no damage done on any part.

Mr. FRANCIS JOHN FORDHAM, called in; and Examined.

Chairman.

580. WHAT is your occupation?—Banker.

581. In Royston?—Royston.

582. You, I think, have been one of those that have been very anxious that some regulation should take place with regard to this Therfield Heath?—Yes.

583. And also to regulate the strips of common in Therfield village and parish?—Yes, especially the heath, on account of the sheep-walks.

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Chairman—continued.

584. Now will you kindly tell us what will be the great advantage to Royston by the regulation of the heath?—Well, I think perhaps the advantage to Royston would be that the cricket-ground and other places would be kept in better order than they are now; of course the sheep-walk is the very object which I had in signing the paper on account of what I considered the abuse of it.

585. Have you land in the parish of Therfield?

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—Yes,

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[Continued.]

Chairman—continued.

—Yes, I have; I am the largest land proprietor there.

586. Does any of your land join any of those strips of green that are proposed to be regulated?
—A very small quantity.

587. Which strip does it join?—There is a piece close to Hay Green, and a piece next to Chapel Green. It adjoins two of the greens; it is a very small part of my estate.

588. You admit that the greens are part and parcel of the manor of Therfield?—Yes.

589. And of the rectory manor?—Yes; quite so.

590. Never had any dispute about that?—None whatever that I know of.

591. You have been there some considerable time, perhaps?—Yes; I have. I live in Royston, but the principal part of my property lies in Therfield.

592. Now, we will take the question of these sheep. What is the abuse you complain of?—There is a certain amount of sheep or stints that are considered to belong to certain farms, and that they ought to have a certain number of sheep upon the heath. They were abused in this way, that the sheep-walk was let to people outside the parish, and considerable numbers of sheep were turned on the heath; a greater number than there ought to have been for the stints.

593. Do you object to those who have the right of turning out upon the heath letting that right to people outside the parish?—Yes; decidedly.

594. According to your view of the rights of the manor, they have no right to let those rights to other people?—No; I think not.

595. It is the land which they hold which gives them the right, and if they do not choose to use that right themselves, they have no right to let it to make a monetary benefit of it?—No.

596. To the detriment of those others who have rights there?—No; I think not.

597. Then you would propose in regulating the common that each person should be allotted his fair number of sheep to turn every year upon the common, and that those should be the people entitled in Sherfield parish to do so?—Yes.

598. Now, your other view with regard to Royston is that you would like to see this common regulated in the interests of Royston?—Yes, I think so; certainly as regards the cutting of turf and those things. I think there has been a good deal of turf cut, which spoils portions of the heath.

599. Do you see any way of putting a stop to that cutting of the turf, or of cutting it in such parts of the common that it would be no damage to the remainder of the people who have rights upon that common?—Not any, unless they were put under regulations, I think.

600. If it were put under regulations, your view would be that the turf should only be allowed to be cut upon certain portions of the common?—I think so, and only used by Royston or the parish of Therfield.

601. And you would be quite prepared to charge a fair sum for the use of that common for the racehorses?—Yes.

602. And also for those that cut turf?—Yes.

603. Now, do you think it would be of great benefit to the poorer people if they had a good

Chairman—continued.

recreation ground nearer Therfield?—I have no doubt it would if it could be arranged.

604. It is not in the Provisional Order; of course it could not be here, but it might be in the Bill?—Up to the present time one of my tenants has allowed the people to have a field where they have their cricket matches. The Rev. Mr. Hale has also allowed that sometimes.

605. How far is that from the village of Therfield?—That is in the village; that is close to the church.

606. Could land be had there at a reasonable price?—I do not know; it is rather a difficult question.

607. Land could not be bought unless it could be bought at a fair and reasonable price?—The land in Therfield is very much better than the heath. You would require so very large a piece of heath to compensate anybody for a fair-sized recreation ground.

608. Is not there any portion of the heath that might be sold for building purposes that would realise more money?—The only part would be close to the town, and that idea has never been thought of before; but at some time it might be so.

609. Then, as an owner of land in Therfield, you are decidedly of opinion, and you think that the people will be of opinion that the regulation of this common and of these strips of ground would be of great advantage to the district?—I think it would, decidedly.

Mr. Elton.

610. How long has the practice of agisting the sheep to people outside the parish prevailed?—For a good many years past.

611. Ever since you have known?—I believe several people have let their sheep walks to outside people. They have done so for many years.

612. How many years have you been there?—The whole of my life.

613. That is why I ask you?—When you were young did they do it?—When I was quite young I do not remember anything particular about it; but 20 years ago I think I remember that other people outside had their sheep on the heath.

614. You know the local practice, and I do not; but I know it is a very common thing to have stints or cattle gates and sheep gates in that part of the country, which are let as copyholds or freeholds, and are as much an estate as the herbage on a field; are these sheep gates rights of common in the ordinary sense of the term?—As far as I know, in the ordinary sense of the term, they are let by the people who have common rights to outsiders.

615. Set apart from the land?—Yes.

616. Do they, as far as you know, exist altogether apart from the land; has a man in your parish got the right of turning out so many sheep without having a piece of land on which they are necessarily to be kept?—No.

617. In your neighbourhood you do not let those things as copyholds, or leaseholds, or freeholds; are they treated as freehold interests?—Do you mean as regards this land?

618. As regards these sheep rights, are they let

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Mr. FORDHAM.

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let apart from the land?—Simply according to the common right.

619. Common in the ordinary sense of the term?—Yes.

620. You follow me, do not you, that in some parts of the country they are treated as separate estates in the land?—No, I do not know that.

621. Would you be in favour of stopping the cutting of the turf?—I should, certainly, except as regards any small quantities required for the owners of land in Therfield or any people in Therfield or Royston. If there were proper provision for it, and you did not cut it where it made the heath bad or anything of that sort, it would be a good thing.

622. What sort of objects would you have the Royston people take turf for?—For gardens and for lawns; that is what they have done before.

623. You are aware that it has been decided that commoners cannot take turf for lawns and gardens because it is too destructive of the common altogether?—I do not know. I think it is a bad thing to take much especially if one requires it for sheep; it spoils the herbage.

624. Royston is a large place?—About 3,000 inhabitants.

625. There are a great many gardens in it?—Yes.

626. They take all the turf on the heath?—They do not.

627. Cannot they buy turf anywhere else without taking it from this public place?—I do not think they can.

628. I suppose you think they must have this turf?—I suppose this is better turf than a good deal for lawns.

629. From the point of view of this town Royston you think the turf-cutting ought to be allowed?—I think so.

630. From the Therfield point of view, if you can separate yourself for the moment, do you think it is a good thing that the turf of the common should be carried away to Royston?—I do not think there is any harm in that particularly.

631. Except it makes the common unsightly?—I think it need not make the common unsightly if it is properly regulated and taken from one end of the heath away from the town, because the heath is two and a quarter miles long.

632. The unsightliness would be shoved on to the Therfield part?—No, it does not go down to Therfield. It goes into Cambridgeshire along the border of my estate.

Mr. Jasper More.

633. Who are the people who want a recreation ground; what sort of people are they?—Royston or Therfield?

634. Therfield?—What they want it for is cricket or anything of that kind in the evening.

635. Are they commoners who play cricket?—No, I should think not.

636. Who are the people who want the recreation ground?—Principally the labouring class and some of the mechanics.

637. Are there a lot of mechanics there who are not commoners?—Very few.

638. You say it is not the commoners who require the recreation ground; I do not under-

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Mr. Jasper More—continued.

stand exactly who they are?—There are only 25 commoners, I think, in the whole place, and none of the labourers are commoners.

639. Who are the classes that require recreation ground; you say they are not commoners, and yet they are artizians?—They would be principally the labourers and a few artizians.

640. But not commoners?—One or two of the commoners might. But the commoners would probably wish to give up a portion for the labourers in the village.

641. You think those commoners would wish to get a recreation ground for the sake of other labourers, in which they themselves would not particularly participate; is that the case?—I think, perhaps, that would be so.

642. Then they must be very disinterested; do you know much of these commoners?—Yes; I think I know most of them.

643. If you walked into the place, could you pick out a man who was a commoner from a man who was an ordinary labourer?—I believe none of the labourers are commoners.

644. Do you agree with the statement that the greens were to be kept for the cottagers' cows?—I do not know.

645. You have not turned your attention to the matter in detail?—No, I have not to the small details. Mr. Phillips and I asked Mr. Nash to take those things in hand instead of ourselves.

646. You are one of the promoters?—Yes.

647. Do you think there will be any difficulty in paying the expenses of keeping it in order?—I do not think so; I think that the expenses will be very slight indeed. There is no draining or anything required, and the boundaries are all fixed quite clearly round the heath.

648. Suppose some ground is drained for recreation how do you think that must be defrayed?—I do not know how that must be defrayed at all.

649. Would any of you rich promoters be prepared to do that?—I do not know that one would promise to do those things; but I have no doubt could probably get voluntary subscriptions to do those things, but that must be left.

Mr. James.

650. What is your objection to the sheep walks from outside the parish?—Because I think the herbage ought to be kept for the sheep of the land in the parish itself. The whole of the heath would be no use at all for the people of Therfield parish. Numbers of other sheep are brought there and take the whole of the herbage off, and the sheep are folded off the parish.

651. What is the proportion of corn land to grass land in the parish?—I cannot tell you. About 416 acres of heath.

652. Would it be to the detriment of the heath to have a quantity of sheep turned on it?—It would not be injurious to the heath if there were not too many. If you have too many they simply eat the whole of the herbage.

653. Has there been too many?—There certainly have been more than there ought to have been sometimes.

654. What numbers have there been on the heath?—I can hardly tell you, but I should think

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Mr. FORDHAM.

[Continued.]

Mr. James—continued.

a year or two ago there must have been between 2,000 and 3,000, but then they were kept on some of them the whole year round.

655. It is very poor soil?—Very poor soil; just chalk and turf.

656. Have the quantity of sheep injured the turf?—Some time ago the outside people turned them on at what I consider a wrong time of the year, and they simply spoilt the whole of the herbage for everybody else. It was not worth a single farthing.

657. Who were the outside people?—One was Mr. Towler.

658. Is Mr. Towler a commoner?—No; he had nothing to do with the parish at all. One of the commoners let his sheep-walk to Mr. Towler, and that is the cause which brings about the trying to get regulations.

659. We heard from a previous witness about these greens being used for circuses and roundabouts and village fairs?—Yes.

660. Do you think, in the event of this scheme becoming law, that these roundabouts should be stopped?—I think they ought to be regulated, and ought to be, if necessary, stopped. Sometimes it is a very noisy affair now.

661. Do they go on all the year round?—No; they come at particular times.

662. At what time do they come?—Some time in June; it is not always the same time.

663. Is it a centre where a good deal of mischief goes on?—Well, sometimes there is.

664. A good deal that is objectionable?—The Rev. Mr. Hale is here, and, perhaps, will tell you on that subject better than I can.

Mr. Davenport.

665. Just one word about expenses; in the Provisional Order it is stated that the expenses of regulating the common are to be derived from the exercise of horses and cutting turf and putting up booths; and it goes on to say, "Voluntary contributions or any other moneys applicable to the purpose that may come into the hands of the conservators;" is there any other source from which income could be derived by the conservators?—I do not know that there is.

666. Royston is a sanitary area, is it not?—Yes.

667. And it includes part of Therfield Common?—Yes.

668. So that part of the residents in Royston are commoners of Therfield?—Yes; some of those living in Royston are. Mr. Phillips and myself, I know, are commoners.

669. Would that give the power to expend any part of the public moneys of Royston for this purpose?—No, I think not.

670. Then if the expenses were large, as they would be if you had to make a cricket-ground and so on, you would either have to get very large voluntary contributions or to expend very largely this power of yours of setting up booths and so on?—Yes; but I think the expense will not be large, because the cricket ground is in fairly good order, and the cricket clubs keep that in order themselves, and the football clubs and so on see to their grounds; and there is a rifle range, and the regular contribution for that which keeps that going.

Mr. Davenport—continued.

671. There was one suggestion that the further corner of Therfield Heath should be set apart for the Therfield people?—Quite at the end.

672. That was one suggestion?—It is quite a long way off, and the people would have to go some considerable distance.

Viscount Curzon.

673. Do I understand that there is a cricket ground belonging to Royston?—Yes, had one for years there.

674. And a recreation ground?—Yes.

675. For football?—The Royston inhabitants and people have used the heath for a great many years.

676. Am I right in supposing that Therfield has also a recreation ground?—Therfield has not a recreation ground. Of course they could walk down to Royston, but it is more than two miles off; the village lies quite away from the heath.

677. What sized recreation ground do you think would be necessary for Therfield?—I do not know exactly; I should think it would require four or five acres.

678. And the heath would be the most convenient place, I suppose, in point of position?—It is too far off for them to have their recreation ground there. The Royston people use it very much, as it adjoins Royston. Therfield lies some distance away. Though the heath is in Therfield parish, it is not near to the village.

679. How far do you say the heath is from Therfield village?—About two miles, a little over.

680. I suppose there is a desire on the part of the inhabitants of Therfield to have a recreation ground?—They would like one, no doubt, if it can be arranged.

681. And they have got absolutely no place now to play any games in?—They have not actually. They have had fields lent them from time to time by people in Therfield.

Mr. Bryce.

682. Do I understand that the persons who have been in the habit of cutting turf upon the heath have been not even commoners, but persons with no right whatever?—There have been a great many that are not commoners at all coming from Baldock and the villages eight miles off.

683. Persons having no right whatever?—No right whatever. The ground, of course, belongs really to the lord of the manor. One has no right to cut it at all without sanction.

684. Has no one interfered with them?—They have tried to interfere in a mild sort of way, but it has not answered very well. There was nobody actually to stop it, unless it was the lords of the manor, who might have done, I suppose.

685. Do not you think that to license this turf-cutting would be to continue the mischief?—Not if it was allowed to certain people in small quantities if they paid for it.

686. It has been used chiefly for the purpose of gain; the turf has been sold?—Yes.

687. And the turf-cutting has been used for the purpose of gain?—Yes, the turf has been sold,

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Mr. FORDHAM.

[Continued.]

Mr. Bryce—continued.

sold, but I believe the money has not been accounted for as far as I recollect.

688. But persons who have cut the turf have put the money into their pockets, I presume?—I think the people who were to have received the money failed eventually, and I do not think there was anything got from them.

689. I do not gather from your evidence why you think that the right of turf-cutting should be continued when you admit that it is an injury to the heath?—Supposing anybody wanted a small piece of turf for their lawn, I do not think there is any harm in that if it is not taken away in great quantities. I do not think, if the turf is paid for, either the lords of the manors, or the commoners, or anybody would object to people who are on the place cutting it, but I heard a gentleman say who was in Cambridge a little while ago, "You are standing on your own turf." They had it taken from Royston Heath all the way to Cambridge.

690. That, I suppose, had been sold for a good price?—I do not know that any money has been received for it. It has been paid for, I have no doubt, but I do not think there has been any result of the money.

691. Do you know how many years pass before the turf may be said to be fairly renewed after cutting like that?—I should think three or four years, or perhaps much longer than that.

692. Would it not be much more than that?—It soon gets covered over, but it is very rough.

693. It is not thick, good turf?—No. It very soon shoots up.

694. Do you know anything about these ancient tumuli on the heath?—Yes, I know them well.

695. Have they been opened?—Yes, all of

Mr. Bryce—continued.

them, and I believe some of the objects are in the British Museum now.

696. Was it not considered when this application was made that some provision should be inserted for their custody and preservation?—I do not think that would be necessary at all. I do not think anybody would injure them in any way at all. They never have done up to the present.

697. Before you leave us I want to be sure that I understand the motives which have actuated you as one of the leading promoters in desiring to have this scheme passed; tell me whether I am right in supposing that these are the only motives which have led to the application: first of all, the restrictions of the right of turning on sheep; secondly, the regulation of the right of cutting turf; thirdly, getting rid of nuisances placed upon the heath in the neighbourhood of Royston, such as the coachbuilder who stacks his timber there; and, fourthly, the preventing of public roundabouts and such-like things upon the greens near Therfield; am I right in supposing that those are all the motives and reasons?—Yes, I think so. If it is put under proper regulations, of course one can deal with these things according to what you think is necessary at the time. There is no particular harm about a little timber being there (because people can sit down on it), as long as they do not put it on the line of the road going on to the heath.

698. I want to ask you, in order that we may see exactly what the whole case for the regulation is, whether you have anything to add to those objects to be attained?—I have not. That is all as far as I know.

[Adjourned for a short time.]

Mr. JOSEPH E. PHILLIPS, called in; and Examined.

Chairman.

699. I THINK you live in Royston, do you not?—Yes.

700. What is your occupation?—I am a brewer.

701. Have you any land in Therfield?—Yes.

702. Do you occupy that land yourself?—Yes, all of it, or nearly all.

703. Is it a considerable amount?—Between 500 and 600 acres.

704. And are you one of those who are promoting this scheme of regulation?—Yes.

705. Being interested in Therfield very much, you believe that it would be both to the interest of Therfield and to Royston that this should be done?—Yes, I think it would be a great benefit.

706. And so far as you have heard an opinion, there has been no objection to this scheme, except this petition which you have heard has been put in?—Yes, that is the only objection I know of.

707. Did you attend either of the meetings?—Yes; I attended both of them.

708. Were they unanimous in their view and wish, so far as you know?—Yes; I did not hear any opposition at either meeting.

709. And so far as you know the ownership of 0.85.

Chairman—continued.

the soil rests in the two manors that have been named?—Yes; I have always understood so.

710. What is your opinion with regard to the question of the sheep; are you of the same opinion as the last witness?—Yes, certainly.

711. That it is unadvisable that those not living in the parish, and having no interest in the parish, and no right there, should be enabled to rent from those in the parish their rights of turning sheep out upon Therfield Heath?—Yes; I think they ought not to be allowed to do it.

712. You are strongly of opinion that only those who have inherent rights in the land which they occupy or hold should turn out sheep upon that common?—Quite so, yes.

713. Now with regard to the recreation ground for Therfield, are you of opinion that it is right that some recreation ground should, if possible, be procured for Therfield village?—Yes, I think it is quite a good thing if it can be done.

714. And do you think that there is a portion of the heath that might be sold with advantage which would enable you to purchase land near the village of Therfield advantageous to the Therfield inhabitants?—Yes; I do not think there would be any objection to it at all.

715. Then with regard to the money to be taken

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[Continued.]

Chairman—continued.

taken for the racehorses and also for cutting turf, you still think that money should be taken for allowing racehorses to gallop upon Therfield Heath, and you also think money should be taken for the turf that is allowed to be cut?—Yes, certainly.

716. A question has been asked as to whether it is thought to be advisable that any turf should be allowed to be cut; is it your opinion that turf ought to be cut, or that you would rather that no turf should be cut at all?—I do not think there would be any objection to the turf being cut in places. There are valleys where it would not be much missed, and would not be seen hardly, and I think there would be no objection to that. I do not think it ought to be sold away to anybody beyond Royston or Therfield.

517. I heard from one of the witnesses that they do buy or take away a good deal of turf from the common; is that so?—They have taken a good deal; I do not know about buying it.

718. That you think should be absolutely stopped, unless payment is made for it?—Certainly.

719. Now I will just go for a moment to this petition; did you see or hear anything of this petition against the scheme?—Not until I was here last week.

720. Do you know any of the people whose names are in it?—I have not seen it.

721. I will hand it to you; are there any of the people you employ there?—I know Mr. Turney. There is a tenant of ours here, I see.

722. You have had no opportunity of speaking to any of these people upon it?—No.

723. In fact you have not gone into the question at all?—I did not know what the names were of any of these people.

724. Then I will not ask you any more questions upon that point; I will only ask you this: you think that in the interests of Therfield and also of Royston the common should be regulated, and that these strips of land which have been mentioned should be regulated also?—Certainly; I think it would be of great advantage.

Mr. Bryce.

725. What are the practical grievances at present as regards the greens and the strips of land that make regulation necessary?—The greens are, I think, abused by people putting on stock they have no right to put on. A great many people put on that have no right to, and they tread in the ditches by the side of the road. This is all open ground, and the roundabouts and things are a nuisance there when they come.

726. Do not they give a certain amount of amusement to poor people?—They might do. If they were brought by people who hire decent people it would be a different thing; but they are such ruffians, as a rule, who bring them.

727. Are there many gipsies camping there?—No, they are not gipsies. They are people who come from some miles away.

728. Do you have gipsies or tinkers camping on those strips?—Not many of them.

729. And has it been a serious grievance that stock has been put on the strips; we have hardly heard of it?—I do not think it has been a serious

Mr. Bryce—continued.

grievance. They have been very constantly summoned for keeping their things on the high road, for not moving things, for loitering on the high road.

730. When the sheep or geese have been turned on to the strip or green, has not that been done generally by poor cottagers close by?—I do not think any cottagers have got sheep. There is only one person who turns sheep on them at the present time.

731. Has he a right to do so?—Yes, he has a right if he does not turn on too many. There are cows and so on turned on by persons who have no right to. I know those greens very well. I have a farm beyond them, and ride through them, I should think, three times a week.

732. That would be some cottager who kept only a single cow?—Farmers principally. I do not think the cottagers own any cows.

733. Then it would be by a person of substance?—A small farmer.

734. Can you tell me to what extent the right of putting sheep on the heath, I am not now speaking of the green, has been exceeded and abused?—I should say there have been a great many more sheep put on by one person than he has any right over. That is the principal grievance. It is the men who live outside the parish, and who have put considerably more sheep than they have any right to put on, as far as we can get at it. Of course, you cannot get a straight answer always as to how many sheep are there, or how many he has a right to put on.

735. That is to say, he puts on more sheep than would have been put on by the person from whom he purported to derive his right?—Yes, certainly; that is what I mean.

736. What means are there of ascertaining what number the person who gave him the right had a right to put on?—You could only ask him how he acquired his right, and he would probably not tell you.

737. It seems to be rather difficult to say to what extent the right has been abused, because you do not know what the legitimate extent of the right is?—Only as far as you can tell from the award.

738. What does the award say?—I think the award says one sheep to the acre.

739. This person then in whose name too many sheep were put on had not the right of putting on more than a certain limited number?—I should imagine so.

740. Do you know at all what that number was?—No, I do not know. He could have hired the sheep walk from different people. But I have never been able to find out whom he did hire it from altogether.

Viscount Curzon.

741. In your opinion is it the unanimous feeling of the neighbourhood that the common and the green should be placed under regulation?—I think so.

742. You have seen the letter purporting to be from several people who object, but still you think on the whole there is a unanimous consensus of opinion?—I think so.

743. Of

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Mr. PHILLIPS.

[Continued.]

Mr. Davenport.

743. Of course one effect of this Provisional Order would be to prevent the turning of any stock on to the green?—I do not understand that.

744. It would be within their discretion whether they would allow any stock to be placed upon the greens at all?—I do not understand that.

Chairman.] No.

Mr. Davenport.

745. I understand that the object of all this is to hand over these greens, together with the heath, to certain conservators?—Yes.

746. And the matter is to be regulated by them, giving them full power to say what use should be made of this place? (Chairman.) No?—I should imagine the people who have a right to turn on cows would exercise that right. We do not want to prevent their doing that, certainly.

747. I understood you to say a farmer in one case would turn cows on to one of these larger greens although he had no right to do it. They are in the habit of doing it?—If he had no right to do it, that is what we want to stop.

748. Who has the right to turn stock on?—Really I do not know exactly who has the right.

749. Any rights that exist now would not be interfered with?—No, I do not think they would as long as they were exercised properly.

750. A suggestion was made that one of the greens should be increased so as to make a recreation ground for Therfield?—It is not a very eligible spot.

751. By an addition of land to Hay-green that recreation ground might be afforded there?—I am afraid it would not be a very good place. Hay-green is a very rough spot; it is very wet, very uneven.

752. You do not think it a very practical suggestion?—I do not think it is a very good suggestion.

Mr. James.

753. What is the largest area of any of these greens?—Really, I could not say. I do not know what the acreage is.

754. One acre or six acres?—No, there is nothing so large as six acres I should think.

755. You spoke with dissatisfaction of the people who bring their circuses, and roundabouts, and shooting galleries?—Yes.

756. You do not approve of them?—No. If they come they should come so that they can be properly regulated. At the present time you cannot move them on.

757. How would you regulate them?—I do not know.

758. What regulations would you propose, that they should be under some sort of control?—Certainly. They come close to the road so that you can hardly get by when you ride so close that they frighten your horses.

759. There are a great many other things which frighten horses besides circuses and roundabouts?—Certainly, but that is one thing.

760. Are they at the present time under the control of the police?—No, I do not think so.

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Mr. James—continued.

I have mentioned it; I once asked the police to move them further from the road, and I believe they did that on one occasion.

761. I do not know whether you wish to withdraw it, but you said, in answer to one of the honourable Members, that you objected to the people because they were such ruffians?—Yes.

762. Why do you speak of them as ruffians?—They are supposed to be very bad characters. They are poachers; they have a reputation of that kind.

763. Amongst whom?—Amongst everybody.

764. Are not they the means of affording a little innocent amusement to people?—They may give them a little innocent amusement perhaps.

765. Do you think that every man who is the proprietor of a roundabout is of necessity a ruffian?—I am only speaking of these very people who come here. They are one particular lot; they come from a neighbouring village; I am only speaking of these particular people; I am not saying anything of any others.

766. Do not you think that they afford a certain amount of innocent amusement to poor people?—That I cannot say I am sure.

767. Are you aware that in many of our large towns there are very large popular gatherings where these people go in great numbers?—Very likely; I should think perhaps the roundabout people would not object to pay for the land they occupy.

Mr. Jasper More.

768. What sort of meetings were these that were held. Were they largely attended?—The room at the "Fox" at Therfield was pretty full. I cannot say how many there were there; there was not room to sit down.

769. Where?—At Therfield, where the first meeting was held.

770. What time did you go there?—I was there the whole time, from 11 till the time the meeting broke up, three or four hours. I do not think we got away till 5 o'clock; 4 o'clock certainly.

771. Were there many people present there at that time?—The room was full the whole time.

772. Were there many speeches made?—No.

773. Did you make a speech?—No, I did not.

774. Did anybody make a speech?—I do not recollect anybody making a speech.

775. If the room was full the whole time, what were the people doing in the room; were they giving expression to their views?—No, I did not hear anything. They were going backwards and forwards most all the time.

776. According to your experience of that part of England, do you think there would have been a larger meeting in the evening, or was the room so densely crowded in the morning that you could not have put more people in it?—I do not think there was any room for any more people in the room that morning.

777. Do you mean to say the room was full for nearly five hours and nobody made a speech?—I should think it was for, certainly, four hours.

778. And not one word was said?—Oh, yes; the people talked.

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779. But

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Mr. PHILLIPS.

[Continued.]

Mr. Jasper More—continued.

779. But was there no speech made?—I do not think there was a speech made as far as I remember.

780. Were there no means of taking the opinion of the people; did not anybody propose a resolution or a vote?—I do not recollect whether there was any resolution passed.

781. So that the people who were there might have been opposed to the scheme for all you knew?—I do not think they were; I did not hear of anybody.

782. Is this letter that was signed by 40 people against it to be taken as the result of the public meeting?—No, I think not; I do not think there has been any public meeting. There has been no public meeting since the one that was held on that occasion to my knowledge.

783. And the meeting took place without any record of whether it was for or against; is that so?—I am sure I forget whether it was or not.

784. But that was the way the meeting was taken. It was quite impossible to ascertain whether the people who came there were in favour of the scheme or against?—I did not hear anybody make a remark against it.

785. Did you hear anyone make a remark for it?—Oh, yes; there were several people who were in favour of it; most of the people.

786. In what class of life?—I suppose they were small farmers, and shopkeepers, and that sort of people, who were there.

787. Were the people that you saw there mostly what would be considered the upper classes, or were they labouring classes?—I do not think there were many labourers there; I should say not.

788. You would not know the views of those labourers. Do you think they would have had a better chance of being present if there had been an evening meeting?—I do not know whether they would have come or not; I cannot say. I do not often go to any evening meeting at Therfield, so I do not know very much about it. It is some distance from me.

Mr. Elton.

789. You know the rule under the Act of Parliament is that the meetings are to be in the evening in the place which is interested?—I did not know it until I heard you say so a little while ago.

790. You did not make any protest about its being in the morning instead of its being in the evening?—No, I did not.

791. And about the number of objectors. It is a small parish with a small population as it has been proved. You do not regard the opinion of the 40 objectors as making the slightest difference in the unanimous opinion of the parish the other way, I want to know; do you regard that as unworthy of attention or unworthy of belief, or what?—No, certainly not.

792. Just explain that a little more?—I think they are people who have no interest in the matter.

793. You say the unanimous opinion of the parish is so and so. You say the opinion of 40 people does not make any difference to your view, that there is a unanimous opinion against that. Is it the persons who signed the memorial,

Mr. Elton—continued.

the way they signed it, the thing they signed, or what. It must have some effect upon your mind whether 40 people say they wish for it or not?—We never knew there would be any objection.

794. But now you are told that there is a written objection signed by 40 people, does that make any difference in your view?—I hardly know what to say to that.

795. Do you disregard their opinion altogether, or do you wish us to disregard it altogether; or what do you mean by telling us that the unanimous opinion, is in favour of what they have asked us not to do?—Of course you must regard the views of some of these people I have no doubt.

796. You think that the important people are all of a unanimous opinion?—Some of them ought to have a voice in the matter certainly.

797. Forty people is a large number to disregard absolutely. I am not speaking of the value of their opinion. It seems rather a large number?—Yes, it does.

798. One or two more questions about the music. These roundabouts are things that cost a large sum of money; 700 *l.* sometimes; are they the sort that go about to fairs in the country?—Some of them are.

799. Steam roundabouts?—I am not sure whether it is a steam roundabout that goes to Therfield. I do not think it is.

800. It is not one of those large roundabouts?—I am not certain whether it is or not. We have one which comes to Royston at the fair time.

801. You call them some rather hard names, but they are men of substance and capital, because they spend 500 *l.* or 600 *l.* upon roundabouts, do not they?—This is not one of those.

802. Does your objection extend to small organs?—No, I do not think they have an organ. I am not sure whether they have or not; I do not go in the evening to see.

803. Why do you so much object to the popular amusement?—I do not so much object if you can regulate them. You may regulate the times they are to be there, but you have no chance of doing anything now.

804. I suppose the proposition is to regulate them altogether, is it not?—Yes, I believe it is.

805. That is, regulate them out of existence?—Well I do not suppose you can regulate them out of existence.

806. I thought you said you did not mind if they were under proper regulations?—I have not very much to do with their position in that way. If they were properly regulated I do not think that there would be any objection to them.

807. The idea is to keep them off altogether?—Yes. When they come to Royston Heath they are just as much a nuisance there. We cannot move them on. They stop two or three days.

808. On the common?—On the heath, yes.

809. You mean near the houses, I suppose?—Near the cricket-ground they generally go.

810. Do the cricketers complain, or do they encourage them?—They do not come during cricket time; they come generally on Good Friday. That is the day they come.

811. I suppose the parishioners keep away from

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MR. PHILLIPS.

Continued.

Mr. Elton—continued.

from them, they being considered a common nuisance?—I think a great many do.

812. You said that the Highway Acts were sufficient in your opinion as a rule to regulate the extent of the cattle on both sides?—I do not think I said that.

813. I want to ask you if that was your meaning. You told us that people were continuously brought up?—Yes, they have been.

814. I understood you to mean there was a provision in the Highway Act for regulating that?—I think they are not allowed to stop by the side of the road. They must keep at a certain distance.

815. In your opinion is there sufficient protection for the herbage by the side of the road, under the existing Highway Act, or do you think it requires further protection?—The nearest part of the greens cannot be provided for by the Highway Act.

816. I suppose the regulation is intended to apply to the cottagers who turn out upon the green?—I do not think there are many cottagers who turn out.

817. We were told by one of the witnesses that they turned out geese?—I think that they sent geese on to the green once.

818. The Assistant Commissioner had evidence of a good deal of turning out by these cottagers. Have you an opinion about the common rights as to whether they have a legal right to let them to out-parishioners or not?—That I cannot say.

819. But you seemed to think there was some land had an inherent right in the parish to do it, and other land outside the parish that had no legal right. You did not intend to express an opinion on the legal question, I suppose?—No, certainly not.

820. But you think that it would be more convenient for the sheep-right not to be used by persons outside the parish?—I think so.

821. But when it comes to turf, you think it would be convenient that the turf should be to Royston, I gather?—Not in large quantities, I think.

Mr. Elton—continued.

822. Why at all?—It is convenient for the people to have it. I have no doubt.

823. But they are out of the parish; you were protecting the parish just now; is there any particular reason why Royston should have it more than other towns in the neighbourhood?—Well, it joins the heath; that is the only reason, and it might contribute towards the regulation.

Chairman.

824. One question upon that. You do not mean for one moment to say that, if cottages have had the right of turning anything out upon these strips of green, they should not continue to have those rights?—No, certainly not.

825. But it would be done under regulation, which would be for the benefit of them all?—Quite so.

826. You do not know anything about what the rights of the manor are with regard to the cottagers situate within that manor?—No, I do not.

Mr. James.

827. Do you think that these roundabout people have any idea of our proceedings here?—That I cannot say.

828. Do you think if they knew it was proposed to regulate them that they would have attended the meetings in question?—I do not think they would.

829. Not even if they were to be regulated out of existence?—No, I should hardly think they would.

830. You think the instinct of self-preservation would not have been strong enough to induce them to attend the meeting?—I do not think it would.

831. Would you think that there would be any objection to those roundabout people and others going upon the heath, or upon the strips of ground, provided that they went there by the authority of the conservators, and paid so much for going there?—I do not think there would be any objection to that.

Reverend J. G. HALE, called in; and Examined.

Chairman.

832. I THINK you are the Rector of Therfield?—Yes.

833. And you are also the Lord of the Manor of a certain portion?—Yes; the Rectory Manor as it is called.

834. You have been the rector of Therfield for some time?—Yes; about 18 years.

835. Therefore you know the views and opinions of Therfield well?—Yes, very well; I live there.

836. When this scheme for the regulation of Therfield Heath, and also of those strips was put forward, did it seem to be in accordance with the views of a large majority of the parish?—Certainly.

837. You have had, I daresay, more opportunities than most people of talking to the labourers of the parish?—Yes, I have.

0.85.

Chairman—continued.

838. And were their views and opinions that it would be to their interest that this should be done?—I do not think some have thought they had any interest in it. The labourers do not think they have any interest in these commons or the heath. But they thought generally that it would be a good thing to regulate the sheep walk. They all hoped that something might come out of it; that a recreation ground or cricket ground might be provided for the children. They took, so far, an interest in it. The question of the recreation ground had come before the vestry on several occasions.

839. Was anything said about allotments?—No. We have ample allotments; I have allotments I cannot let in the parish. There are more than is required.

840. Therefore the question of allotments, even if

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Rev. J. G. HALE.

[Continued.]

Chairman—continued.

if it had been raised, would have been of no great advantage to the labourers?—Not the least. There is land called the Boteman Charity Land, some 40 acres, and besides I have 5½ acres of mine let out in allotment, and this 40 acres is let in roods and I am trustee and treasurer, but I cannot let it in roods. I am obliged to let it to a kind of small farmers, as you may call them, who will take perhaps three acres, though I am always willing to let it in roods which was the original intention; but to keep the land in cultivation I have been obliged to let in large quantities. Any man might have a rood that likes.

841. As a rule, are there good gardens with the cottages?—Most of them have good gardens.

842. Did you attend the meetings?—Not at Royston; I did at Therfield.

843. Do you think it was a mistake not to hold a meeting at Therfield in the evening?—I do not think so. As I have said, I do not think the labourers thought they had any interest in this question at all. They had no rights. It was those people who had rights chiefly who came to it. We have meetings but it is very difficult to get them to come. They have to be asked.

844. That was their view at the time, and have you spoken to them since you heard of this opposition?—I only heard of that yesterday, from two of the people who signed that petition yesterday afternoon. Some one mentioned a man named Thomas Watson. I may say of my own knowledge there is only one James Watson; and there is a man named James Gatward in this list. I may also say I had to visit him; he was very ill, not likely to live long, and he said, "I am very sorry, Sir, that I signed this petition." He said, "I had no notion what it was about. I thought if I did not sign that I should lose something that I ought to have." That was his explanation of it. He said, "I am very sorry that I ever signed it; I should not if I had understood it." The man is very ill; he is hardly fit to talk about the matter. There is one, a widow, Ann Fardle, a poor old widow, who can have no interest in the matter whatever.

845. When they signed that they evidently thought they were signing a petition to retain some rights which they were thinking they might have a chance of losing?—Gatward did, certainly.

846. As you are aware, there were no rights that they could lose?—No, there were no rights at all. I see in the copy, "L. Spruce" there. That old lady who is over 80, and who has been bedridden for the last six months, is dying. I visited her as a dying woman yesterday, and I said to her daughter, "I suppose your mother is better?" I said it rather tentatively; "No; why do you think so?" I said, "I heard she signed a petition to the House of Commons." She said, "Oh, no; my mother never heard of that, Sir. Mr. Lees sent to her and said he wanted mother's signature, so I did not say anything to mother but I put her name down. I thought that Mr. Lees was working with you and Mr. Fordham, and Mr. Phillips, and that you were all on the same side, so I put my mother's name to it, but she never heard anything about

Chairman—continued.

it." She said at once she would not have done anything against Mr. Fordham, or myself, or Mr. Phillips, but she said, "I thought Mr. Lees was working on the same side with you, and he said my mother's signature was wanted, and I signed her name and did not say anything to my mother about it." She said, "I hope if you see it you will scratch mother's name out."

847. She evidently put her name down without knowing what she was putting her signature to?—She thought she was supporting it, but the old lady was dying and could not possibly entertain the question.

848. Now let me ask you this question. You are the absolute owner of these strips of land which are supposed to be within your manor?—I believe so. I have always heard so; I have never heard any doubt about it. I find the parish tradition was that I was so when I came. Of course my acquaintance has been only 18 years, and I was never in the parish before.

849. When you came you made yourself acquainted with the boundaries of your manor, and those two strips were supposed to be in your manor?—Yes; I always understood so from my steward.

850. And there is no one who has ever made any kind of claim saying it was their property, and not within your manor?—No.

851. And you have always treated that as belonging to your manor?—Yes, as far as I could judge. I saw yesterday an old man of 87, and he told me he could remember a man who had a shop on the green. This man named Dodd tried to put some palings in front of the green on the green, and this man said, "I remember old Mr. Twining, who was then the rector, coming down and ordering them to be all moved off, and taken out, and Mr. Twining gave an order for their removal," so he told me.

852. He gave the order for their removal so as to show that he, and he alone, had the right in regard to that piece of ground?—Yes.

853. And that the ground could not be inclosed without some proper authority?—Yes; that I understood from this man.

854. Now, you have some very curious documents, have you not, with regard to the manor?—The vestry apparently settled who were to keep cows upon the green every year; there are about five persons.

855. That is upon your green?—No, not my green; that is another green.

856. This is dated 1725. It is in respect of your having the vestry that you have it in your custody?—Yes; I found it among my old books. I have maps made in 1725. Those maps show the greens exactly as they were in 1725.

Mr. Elton.

857. Do they show what manors they belonged to?—No, they do not.

Mr. James.

858. Whose signatures are these?—Merely the parishioners of that day. In 1779 the parishioners apparently seemed to think they could keep with advantage more sheep than one sheep to an acre for a time.

859. Now,

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[Continued.]

Chairman.

859. Now, do you know what used to be turned out upon these greens; what the cottagers have turned out?—No.

860. Have not all the cottagers got cows?—No, not actual cottagers, I may say. Men farming two or three or four acres have kept cows.

861. Have any cows been turned out upon these greens lately?—No, I have not seen any.

862. What have been turned out upon the greens?—Sheep.

863. Anything else?—No.

864. Geese?—We do not keep geese; turkeys we keep.

865. Did any of the cottagers keep chickens?—Yes, but they are not turned out, I may say.

866. But they may be turned out there. It would not be a bad place for them if there was a cottage near. Now with regard to the sheep; do you know anything with regard to the custom of the sheep?—Merely what I see there in 1792, whatever the date is, that having agreed to keep more than one sheep to the acre the vestry agreed to stand on the ancient custom of one sheep to every acre in the open field. That refers to the ancient custom of one sheep per acre, so that I gather that was the original custom.

Mr. Davenport.

867. Not one sheep per acre every three years?—In each year.

Chairman.

868. That is to say all these men who had certain rights upon the common land were enabled to keep a certain number of sheep upon the common, upon the heath?—Upon the heath and upon the third field which was kept fallow. The parish was divided into three fields; two were under cultivation and the third was left fallow every year.

869. And you had to sow some grass upon that fallow field?—Yes.

870. And there they kept the sheep, and also upon Therfield Heath?—Yes, they went there. The three fields into which the northern portion of the parish was divided opened on to the heath, and they went through from the fallow field on to the heath.

871. Now with regard to the right of selling their rights to people outside the parish. What is your opinion upon that question?—I have so small an interest I have hardly formed an opinion. I have only a right to about 100 sheep or something like that, but for myself I think it is advisable not to let it out. I think that there would be always people in the parish willing to rent it.

872. Is it not the rule that it is only people within the manor who have the right to turn out upon the waste of that manor?—Yes, I may say the custom of letting it out of the parish is considered an innovation. It is considered by old people in the parish that it has crept in; I have heard old people say so.

873. Do you think it would be of very great advantage to your village of Therfield, that they should have a recreation ground close to the village?—Very great.

874. And knowing the place as well as you do, do you think that you could get ground at a
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Chairman—continued.

reasonable price?—I think it might be arranged for by exchange or purchase.

875. And do you think that a certain portion of Therfield Heath might be converted with advantage for such a purpose as that?—Yes, or by exchange.

876. Would it not be better to sell than to exchange?—Well, if we get a suitable exchange, I confess I have one field in view that I should like to get hold of.

877. Do you think you could get it without exchanging such a large portion of the land, whereas perhaps by selling a smaller portion of the land nearer to Royston you might get a much higher price than if you exchange a portion of the land?—There is not much difference, as long as we get the recreation ground I should not much mind which it was; exchanging a piece away from Royston could not hurt Royston at all. It is $2\frac{1}{2}$ miles off the town, so that it would not hurt the people at Royston.

878. I was asking whether you would not get a better price for the piece near Royston?—We should not be able to exchange acre for acre of course, because the land in the villiage is the more valuable.

879. Is there any other point of view which strikes you with regard to this regulation which you would like to state to the Committee?—With regard to the regulation of the heath down at Royston I think it would be desirable, though I have not any very great interest in that part, because I live quite $2\frac{1}{2}$ or three miles away; my parish takes in part of Royston town, three miles off. Part of the High-street of Royston is in my parish; therefore, some of the Royston people are in my parish. But as regards myself up in my village I must say that I am very anxious that the greens should be put in regulation. Reference has been made to the roundabouts, which in themselves I have no objection to whatever in the district; but I will explain what the nuisance is. When I first came into the parish there was an annual fair which had become a nuisance; and the first year I was there, it was not my doing, however, a movement was got up to abolish the fair. It was with all the poor people's consent, because really it had become a nuisance, and accordingly the fair was stopped. I did not in any way want to deprive the people of their holiday, because I am very fond of a holiday for them; and instead of their fair I instituted a village holiday, giving them a flower show, and such things, a cricket match, a band of music, and a large tea. That has been carried on very successfully. Then these other people, who have been described, and who are certainly not very desirable, took the opportunity of coming, and they pitched on these greens; and just at the time when we are shutting up at nine o'clock, and it is very desirable for the people who are going to work next morning to go home; these people begin, and they keep it up nearly all night long; I hear them at my rectory. They keep making a noise all night long; keeping the whole village up. Of course, some people only go down, but all the respectable people in the place regarded it as a nuisance.

880. Going from that question to a question
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[Continued.]

Chairman—continued.

which is very close to it, you think that these roundabouts might fairly be put under the conservators who should state where they may go, how long they may stay, and charge them a small sum for being allowed to be on the green?—Yes, I think so.

881. You think that would be a fair and reasonable way of dealing with the question?—Yes, it would, and also to make them shut up at a reasonable time, and not keep the whole village up all night long.

882. Again you would say that race-horses might be charged so much for going upon the heath?—I think so, though I have not much opinion about it.

883. You also say that anybody taking turf should pay so much for taking it?—Yes, I think so.

884. Because you, as rector of Therfield, would not like that your parishioners should have to pay anything, if it could be helped, for regulating this common?—Quite so. In one scheme, I do not know whether I can call it the first scheme, there was something about a rate for this; that we objected to because we did not think it fair to us in the parish to be rated for regulating the heath, which was really down at the Royston end.

885. Let me ask you another question, because you are almost the first person who has been called before us who has been very much interested in this. Do you think it right and fair that the Royston people should have three conservators as well as you, as they state that they will pay so much towards the regulation of this common, and that they should have the right as well as the parish of Therfield of appointing conservators?—I think giving them three out of the six is a large proportion, considering the whole heath is in our parish. But they have decided interests. They have acquired a right of recreation there, which I think we people in Therfield have not. There is to be one from the Ecclesiastical Commissioners I am to be on.

886. Three from the commoners, and three persons elected by the ratepayers of the special drainage district for Royston; that is to say, there will be eight in all; three for Therfield proper; three for Royston; and the only question I should like to ask you upon that is this, and I daresay Colonel Leach or Mr. Millman will be able to tell us presently whether that special portion of High-street and portion of Royston would elect one member which would make a fourth from Therfield?—I do not know whether that is proposed or not.

Colonel Leach.] Three for Royston, to be elected by a particular district. The drainage district has been selected.

Chairman.] Does the drainage district of Royston include your portion of the parish?

Colonel Leach.] It does.

Chairman.] So that in fact Royston itself outside the parish would not have more than two, and inside the parish would have one, the whole of Royston having three.

Chairman—continued.

Colonel Leach.] They would all be elected by ratepayers of the district, not by one portion of the district.

Chairman.] Quite so, but the portion which is in Therfield district, which is within the drainage district, would have their voice in electing the members from Royston?

Colonel Leach.] Clearly.

887. Does that make any difference to your view. You see there are five appointed now for Therfield absolutely?—I might say that there are 183 people in the town of Royston belonging to my parish.

888. What is the population of Royston?—I do not know; I have only got my own parish.

889. You believe on the whole that in the interests of your parish, as well as of Royston, it would be a very good thing to regulate this common, and these strips of green?—I do; I have been anxious for it for many years.

Mr. Elton.

890. Do the rest of the people pay for having turf when they want it?—As far as I know; I have known people pay, but of course I cannot say whether every body has paid.

891. But as far as you know, is it the custom for them to get it for nothing or to pay?—I believe to pay. They were supposed to pay at any rate.

892. This new rule would make it certain they would have to pay?—Yes.

893. Is there any objection to that greater certainty of payment?—No, I do not think so. I think people are willing to pay for what they have.

894. You are in favour of cutting the turf, under regulation?—Yes, I think that would be proper.

895. Although there is so little over the chalk?—I think if it was under regulations, and they were obliged to go to some particular part, it might be. But now they go anywhere they like.

896. As a practical question, I should like to know your opinion whether it would not be better to stop the turf cutting?—I think so little would be taken that I do not think it would be to anybody's injury.

897. Is your rectory manor a manor that lies with a ring fence round it or scattered tenements?—Scattered.

898. Like Ecclesiastical Commissioners generally are?—Yes, scattered.

899. Does it inclose that green that you told us about?—Not entirely. I have some property adjoining the green but not all round it.

900. Is this a green where recreation has been accustomed to take place?—Well, you see children playing there, and on one plot there are a great many trees, and there is a public well which was sunk by one of my predecessors, Canon Dale.

901. He put it there?—Yes.

902. And as far as you are aware without paying anyone else for breaking the soil?—Yes, he put it there himself I think, and paid for it too.

903. Of

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[Continued.]

Mr. Elton—continued.

903. Of course if there is a public well there, and it is a sort of recreation place with palings round it, it would be pretty sure to be objected to whether it was the rectory glebe land or not?—Yes, I daresay it would.

904. Therefore it did not go absolutely to prove that it was Mr. Twining's; that he went and ordered the sheep-keeper not to put palings on the village green?—It was in front of his house; I do not suppose he was going to enclose the whole of it.

905. Have you had anything to do with the keeping of it in order, or doing anything on it at all as part of the rectory ground?—No, I have not done anything to it.

906. You think it is part of the glebe?—Part of the manor.

907. You said there were two strips in your manor?—Just each side of the road on the village green. There is the village green and the road goes through it as well as round it.

908. That is the only bit you claim?—On each side I claim. There is the road through it and roads round it.

909. These entries in the parish books are not relative to these particular strips of ground, are they?—That ancient custom refers to the heath and the fallow field; they are two distinct things you will see.

910. The parish book has entries about the whole parish, and you do not say they are only relating to your rectory manor?—Oh dear, no. It is called the town book, and I may say we were called a town from very ancient days. In the ancient terriers the land is described as situate near the town, and to this day our poor people talk of "going up to town."

911. Was it called to your attention that meetings for enclosing or regulating lands in the parish ought to be in the evening from between seven and 10 at night?—I had nothing to do with the calling of the meeting, I merely attended in consequence of the notice I saw posted up.

912. How large was the room at the Fox which was crowded with people?—It is a small room.

913. Twenty-six people would fill it pretty well?—Twenty-six to 30 people would fill it very well. In fact, if there had been any more people who had come, we were intending to adjourn to a room of my own; but they did not come.

914. If the labourers had come you would have done so?—I should have been very glad to have seen them.

915. I suppose some of the labourers were rather nervous when there were people coming round asking them why they had signed this paper. I suppose they thought there was something wrong about it; at any rate, they began to make excuses?—I was not present.

916. I think you said there was a young woman who explained that her mother had not signed?—That was Mrs. Spruce, who keeps a public-house, not a labourer.

917. Was not she the only person who excused herself?—I said there were two; Gateward, who is a small farmer.

918. And he, as it were, apologised for signing?—He said he was very sorry he had

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Mr. Elton—continued.

done it; he did not know what he was doing. He thought there was something he would not get if he did not sign.

919. He was afraid of getting into trouble for what he had done?—Oh dear, no.

920. Did you understand that he had signed that thing by some accident?—Owing to a misunderstanding. He said, "I did not understand what it was."

921. He thought he was going to be blown up for doing it?—Not by me. He and I are very good friends.

922. And you think he was really speaking his mind when he said he had signed it by mistake?—Yes.

923. And not thinking that he had somehow resisted authority and must get out of it as best he could?—Oh no, not the least.

924. Why did not you cause inquiry to be made as to the other 40, if you thought those were good samples of the 40?—For this reason: I only saw this at three o'clock yesterday afternoon, and I had to do some business in the parish, and I had not time.

925. Without your seeing the people we should be glad to know whether you, looking at the paper as a whole, would say what your idea is of the importance of the views there expressed. You must not assume that every one of those people signed by accident or for their mother, but assume if you please, as we are bound to until the contrary is proved, that most of them signed knowing what they were doing?—I should say that most of them had no real interest in the matter.

926. But your parish books that you have put in show that all the parishioners took a creditable interest in the greens and commons from time immemorial?—The vestry did.

927. That is the parishioners, is it not?—The labourers did not come. Sometimes at our vestries I have had to send for a couple of people to make a vestry. They do not come generally.

928. You have stated that they have no interest in the matter; I merely refer you to this book?—That relates to 1792. Those names you see there are the names of the principal farmers of that day; men who appear on the old tithe-books, tithe-payers.

929. You were saying that you thought they had very little interest in the matter. We want your opinion of the weight to be attached to that document?—There is one name, "Ann Fardle" a poor old woman. I should say she would be quite incompetent to form an opinion one way or the other. I know her. She is a poor old thing. She could not have any notion of what the merits of the case were one way or the other; she does not live anywhere near the common either.

930. Very old and very ignorant people may still have strong views as to what may be called such public matters as the village common or the village green. I suppose their opinions would be worth having on the question of the village green; at any rate, we were only asking you the weight you attached to it. We are bound to attach some, because we get a document signed by 40 people, apparently sane, and meaning what they say?—I am sure Ann Fardle would not know anything about it.

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931. When

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Rev. J. G. HALE.

[Continued]

Mr. Jasper More.

931. When you hold these parish meetings what time do you generally hold them?—In the morning.

932. Have you ever tried holding them in the evening?—In my present parish we have not.

933. Are there any of these tiresome people called Nonconformists in the parish?—I have some very good friends Nonconformists; very good people; some of my best farmers are Nonconformists, and my greatest friends.

934. I suppose we have here present in this room a considerable proportion of the persons present at that meeting?—At the meeting of Therfield; Mr. Phillips, Mr. Fordham, Mr. Lees, and Mr. Turney, who are behind here, and Mr. Nash and myself, were present. I think there is no one else here who was there present.

935. What proportion would they constitute of the meeting?—I think there were about 28 there. Mr. Milman has the list, because it is published.

936. Do you think it probable that such poor people that signed that paper would associate with gentlemen of their high position. Would they be likely to care to attend a meeting where they were present?—I really do not know whether they would or not, but I should imagine they would not mind doing so.

937. Were you surprised to find that there was that petition against it?—Yes.

Mr. Hunter.

938. How often is this fair held upon this green in Therfield?—These vans come sometimes twice a year; they come at one of our club feasts.

939. I suppose your villagers have a very dull time of it generally?—Well, we have not very many amusements; we have our cricket, and things of that sort going on.

940. Do not you think they might have three hours extra once a year without doing much harm?—Most of the people think it rather a nuisance; we begin at half-past two, and we have amusements straight away till nine.

941. Is there any danger of this open ground being encroached upon if there were any regulation?—I do not see any danger. I think everybody knows the boundaries perfectly well, and I do not think anybody could make an encroachment.

942. Does the special drainage district for Royston include the village of Therfield?—Oh, dear no; it is quite two miles off.

943. As far as the parishioners or villagers are concerned they would have no voice at the election of conservators?—Yes, we are to elect three.

944. The commoners are to elect?—Yes; I am speaking without book, however; I do not know.

945. "Commoners entitled to right of pasture"; would they be the same as parishioners?—No, they are a limited class.

946. Consequently under this scheme the parishioners, who are not commoners in Therfield, would have no voice in the election of the conservators?—I believe not.

Mr. Hunter—continued.

947. Do not you think it would be to their interest to have some voice in the conservation of this open space?—I think it would be very fair that they should.

Mr. James.

948. I want you to tell me a little more what your objections to these roundabouts are?—Merely because they really keep up all night to the great annoyance of the inhabitants. *Per se*, I have no objection to a roundabout; in point of fact I have often talked of introducing roundabouts into my field, and allow the people to have them in the field.

949. Is it that they lead the people morally astray, or that they cause an annoyance?—They are a nuisance, and they keep people awake at night; I hear them even at my house all night long, and the cottagers complain of it.

950. Does not it rather belong to a class of subjects on which there is a difference of opinion?—I should have thought there was only one opinion as to being kept awake at night.

951. The people enjoy themselves, I suppose?—I have said I have no objection to people enjoying themselves. I am well known in my parish for trying to promote enjoyment among the people; giving them all the enjoyment I can in that way; I delight to do it; I delight to see them enjoy themselves; and I give up my field directly the hay is cut for a recreation ground if there is no other; and they come as they like.

952. Do you think that the standard of enjoyment which you would set up must be accepted by everybody else?—Oh, dear no; I do not say so in the least.

953. What would be enjoyment to you would be misery to others?—It is quite possible, I think, for what is one man's meat is another man's poison.

954. I think you said you never heard of the petition till yesterday?—No, I never heard of it till yesterday.

955. And the result of any conversation you have had with the parishioners was this, that they looked forward to this scheme as affording opportunity for providing them with a recreation ground?—Yes, they thought that that might come out of it.

956. And as such they were in favour of it?—Yes.

957. Is that signature "Gatward" written by himself?—No; it was written by his grandchild. The man is very ill; he is dying, in fact. It was written by a little girl named Emily Gatward.

958. I think if you look at the body of the petition you will see that the question of greens is not mentioned in it at all. It merely suggests that the people of Royston will get an interest in the heath, which they have not now, to the detriment of the people in Therfield?—Exactly, the green is not mentioned. I know there is one man who, signed "W. R. Shackleton," who I know is in favour of it. He is my churchwarden; I have often talked to him about it; he is decidedly in favour of it.

959. Do

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Rev. J. G. HALE.

[Continued.]

Mr. Bryce.

959. Do you know anyone besides Mr. Lees who is distinctly opposed to it?—Only that I see here the name of Mr. Morris who lives at Buckland, that is five miles from the heath, I think.

960. In the parish?—In the parish. My parish goes not only into Royston, but into the village of Buckland. There are 115 people in Buckland close by the church who are in my parish, and they are quite four miles from the heath. Until I saw these names I did not know in any way they were dissenting to it.

961. I do not mean to ask you with reference to those names, but from your own knowledge *aliunde* were you aware until you came here that there was any opposition in the village to the proposal?—Except from Mr. Lees, because he had appended to the report at the public-house some little suggestion about turning the heath into a cemetery, or something of that kind.

962. Has there been much discussion upon the matter in Therfield during the last year or two?—Yes, it has been a common topic, I may say, of conversation. I have talked to people about it.

963. And have not found that there was substantial difference of opinion?—No, everybody seemed to be quite agreed that it would be a good thing to regulate it.

964. Was there not any mention amongst others of putting a little of their stock upon the greens and wide strips, and an apprehension that they might be debarred from the use of it if the regulation was introduced?—I do not know of any cottager who has a cow to put on. It is for the cottagers, and there is no cottager in my parish who has a cow.

965. One witness said he did not think there was more than one person who ever put sheep on?—This man named Rand whose name is here put on sheep.

966. There was a witness to-day who told us that only one person put on sheep and it appears cows are not put on?—No, they are not.

967. I find it difficult to understand what stock is put on; and yet we are told some stock is put on?—There were some sheep, and I think they belonged to Wm. Rand; there used to be another man named Gatward who used to have

Mr. Bryce—continued.

sheep also, but I think that family has no sheep now; I think they are all disposed of.

968. Is it or is it not the fact that there are cottagers and people of very humble means indeed, who do in point of fact get some benefit out of these greens and strips, by putting some of their stock on them?—No, not one.

969. So that in that respect you do not think the poor would suffer?—No, not one bit.

970. I understood you to say in answer to a question of Mr. Hunter's, that you thought there would be no objection to let some of the inhabitants of Therfield have a voice in the election of the conservators, the inhabitants, I mean, as distinct from the commoners?—Yes, I think it might be fair, especially if we got a recreation ground out of it, that would be for all the parish and not the commoners only.

971. And would not that be consonant with the provision that the ratepayers of Royston are to have a voice?—Yes.

972. It would really be meting the same measure to Therfield as to Royston?—The Royston people have rights of recreation. We in the parish have, I consider, not acquired any rights of recreation on the heath; we have not exercised them, but I think the Royston people have.

973. That is merely on account of your distance, is it not?—Yes.

974. So far as the law goes you would have at least as much as much right as anybody in Royston could have?—I do not think we should have as much.

975. You do not exercise it, because you are too far off?—I do not think we should have as much right, because they have actually acquired it from time immemorial, and we have not. Suppose the people who have common rights there were to say, "You are not to come and play cricket there," I think we Therfield people could not insist upon playing cricket there, but I think the Royston people could.

976. Can you tell me anything about these tumuli?—No; they were opened before I went there.

977. Do you know whether they were Celtic, or Roman, or early English?—No; they were opened before I went there, so that I really cannot give you any information.

Mr. R. G. HART DYKE, called in; and Examined.

Chairman.

978. I THINK you represent the Ecclesiastical Commissioners?—Yes. I am a clerk of the firm of Lee, Bolton and Lee. We were instructed by the Ecclesiastical Commissioners to watch the proceedings on their behalf on the inquiry.

979. The Ecclesiastical Commissioners are the reputed owners of the Manor of Therfield?—Yes.

980. No objection, to your knowledge, has ever been made to your claim as owners of the soil?—No, none whatever.

981. And to these strips of land which is proposed to be regulated, called the greens?—No; 0.85.

Chairman—continued.

at the inquiry there was doubt as to two, I think, one of which is called Duck Green, which, from my search in the rolls, I find we claim on behalf of the Ecclesiastical Commissioners.

982. You claim Duck Green?—Yes.

983. You found it on the roll?—Yes, I found a presentment with regard to it.

984. Have you exercised any rights over it? Yes, we admitted a man on the lord's grant of a piece.

985. A piece of Duck Green?—Yes.

986. How long ago was that?—12th May 1845.

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987. On

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Mr. DYKE.

[Continued.]

Chairman—continued.

987. On what terms did you admit him?—It was simply on a grant of the lords as being a part of the waste.

988. An absolute grant?—Yes, to him, his heirs, and assigns. It was a piece of waste or or ground called Duck Green, containing one and-a-half acres.

989. One and-a-half acres were granted in the year 1845?—Yes, to George Fordham.

990. What was the consideration?—None.

991. There being sufficient remaining land for the rest of the commoners who were supposed to be entitled to it?—I may have misled you; there was no money consideration. I was right in that, but I find here there was a consideration in the shape of an exchange. It has already been referred to to-day by, I think, Mr. Nash. It was a chalk-pit, which he gave up.

992. It was in exchange for the use of a chalk-pit, which chalk-pit was handed over for the use of the parish?—That is so.

993. Have you anything to state with regard to this regulation. Do the Ecclesiastical Commissioners approve of it?—Yes, we signified our approval. In the first instance, our instructions were to watch the proceedings on their behalf, and we just laid down at the inquiry, as occasion arose, what we considered the lord's rights were, and so on, but we did not take any serious exception to anything. At the second inquiry I just put it to the sub-commissioners that the only point was, looking at it from a strictly legal point of view with regard to the selling of turf, that if the lords have a right to the turf as they have we do not quite see how the Board of Conservators could exercise that right. That was simply our legal position; however, practically I do not think it would work prejudicially, because it would be to everybody's interest that turf should not be cut to excess.

994. Would the lord make any objection to the conservators selling portions of turf in a convenient place and using the money for such expenditure as may be necessary with regard to the regulation?—No. If the money was laid out on the common I do not think they would. I find correspondence which states that the bailiff of the manor had so many pounds in hand (we will say 5 £.) which he had raised by the sale of turf. It was suggested that they should lay it out, in this instance, in the cleaning out of a pond which there is at the edge of the Heath; that was done, so that they have used the money. But I believe the late bailiff was not a very good one, and that possibly there were sales of turf going on which have not come to our knowledge.

995. Then, as I understand you, under proper regulation, the lords of the manor would have no objection to this sale of turf to a moderate degree?—To a moderate degree, no.

996. There is one other question. Would the lords of the manor raise any objection provided it was proposed to take a certain portion of common to sell it so as to enable the conservators to purchase a piece of recreation ground close to the village of Therfield?—That is a question that is quite new in the interests of the lords, but considering the distance that the Therfield people are from the common, I think if it were put to the lords in that way they would not object.

Chairman—continued.

That is my opinion. It has never, however, been brought before them at any time.

997. We have no power of doing it; it could only be in the Confirmatory Act. We could make a recommendation, but the lords would have an opportunity of stating their views upon the case. It would clearly be, I think you will see, of advantage if it could be done, that some recreation ground should be found for Therfield nearer the village of Therfield?—We quite see that, and, of course, primarily it is for the inhabitants of Therfield.

998. Is there any other point which you would like to raise before the Committee?—Only with reference to the sale of turf, and that as to our legal rights in the turf. Of course the lords do claim their rights to the soil.

999. The lords have allowed the turf to be cut without taking any notice of it, have they not, for some considerable time?—It is very difficult, of course, to take any practical notice. We hold the court only once a year, and we hear of nothing until we get down there, and then it is new to us, and it is difficult to take any practical steps.

1000. Have you any one that you have appointed in authority down there to look after the manor?—We have a fresh bailiff now.

1001. Formerly you had no bailiff?—Oh yes, there has always been a bailiff.

1002. But he did not look after your interests?—I do not think he did.

1003. But the present bailiff, you think, will look after your interests?—I think he is an active man, and I think he has the interest of the lords at heart.

1004. Now, with regard to the suggested sale of a piece of common, would you like to consult them, and have you any opinion when you do consult them and put it before them as to whether they will have any objection?—We should, of course, have to report it to them, and I think, if we did, and showed that it was to the interests of the people of Therfield, they would agree.

Mr. Elton.

1005. I suppose you would hardly wish to express any opinion as to whether the Ecclesiastical Commissioners would part with land in Therfield?—No, I should not.

1006. You can hardly give evidence upon that point?—No. In every matter we report every step to them.

1007. You are obliged to?—Yes.

1008. And you will report this point to them?—Yes.

1009. Have you authority to speak upon the point as to whether they will give up the portion to the conservators or not?—We were practically asked to represent their rights and show what they were; and at the inquiry I simply said that we claimed rights to the turf and we did not see how they could be delegated to another body. It would be a very difficult thing to ask that the conservators should have a right to cut and to sell, the proceeds not going to the Commissioners.

1010. That is an objection to the scheme, is it not?—I thought it was at the time.

1011. It is a very strong one, is it not?—Of course, it is strong from a legal point of view, but I do

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Mr. DYKE.

[Continued.]

Mr. Elton—continued.

I do not regard it so from a practical point of view.

1012. You think the Ecclesiastical Commissioners would give it up?—Yes, because the interests of all parties are involved.

1013. You have looked through all the Court books?—Yes.

1014. I will not trouble you with all the passages, but they have dealt with most of the strips by way of granting bits of them?—I have searched since 1694 up to the present time and I find three of these are dealt with. I cannot find any of the others.

1015. There are two which are said to belong to the rectory manor?—I think that is not so, because I find Duck Green has been dealt with by our manor.

1016. There is one remaining near Duck Green which is said to belong to the rectory manor: do you find anything about it in your book?—I am not sure of the name of that one.

1017. That is a green cut in two by a road?—The three I have found mention of are Duck Green, Hay Green, and Chapel Green.

1018. Much to my surprise, the rector said there were two strips which he thought were in the rectory of the manor; do you agree with him?—I cannot say one way or the other until I know the name.

1019. One was called Duck Green.

Mr. Nash.] Therfield Rectory belongs to the rectory manor.

Mr. Elton.

1020. You do not claim Therfield Green?—We do not claim that.

Mr. Hunter.

1021. If a small portion of land were sold for building purposes near Royston, would not that be sufficient to procure the necessary piece of land at Therfield for these open spaces?—Purchased in fee-simple, do you mean?

1022. Yes. I am hardly able to speak as to that; I hardly know the value.

1023. They seem to think they ought to get something out of this transaction in the shape of a piece of green for this. Could not that be obtained by letting or selling a portion of the common near Royston?—It would be a pity almost to touch any part of the common near Royston. I am hardly able to speak as to that myself. Of course any practical proposal with regard to that would come to us, and we would submit it to the lords.

Mr. Hunter—continued.

1024. Therfield Heath is very large, is it not; 431 acres?—Yes.

1025. It could not make very much difference, surely, to take off a few acres near Royston?—I do not know what view the copyholders would take of it.

Mr. Jasper More.

1026. Have the Ecclesiastical Commissioners much interest there?—It is a large manor.

1027. Have they much property; does the church belong to them?—No; it is the manor of Therfield only.

1028. Do they ever go there themselves, or are you their sole representative?—We represent them at the annual court baron as stewards.

1029. They would have no land that they could give up for recreation ground?—They have none besides this; it is all copyhold.

Mr. Davenport.

1030. You say you are not here to express any opinion about the sale of any part of the public heath?—No.

1031. But there would be legal difficulties in the way of that being done?—There might be.

1032. Those legal difficulties would be cured by any Act of Parliament which was passed to carry out this Provisional Order?—Yes.

1033. And the same would be the case with regard to the right of selling turf?—Yes.

1034. I understand the Ecclesiastical Commissioners are prepared to give up their rights to the sale of turf as a money question if they could do so without loss of their legal powers?—We have not reported that point to them; but we should be prepared to let that right go if it was under proper control. Of course it would be practically transferring a right of the lords to another body.

Mr. Bryce.

1035. Have you considered whether there is any part of the waste or otherwise under Therfield Heath which could be with advantage exchanged for a recreation ground near the town of Therfield?—No; I have never thought at all of it myself.

1036. The evidence before us has been rather conflicting as to the possible agricultural value of a piece of the heath in the south-west extremity?—Yes.

1037. You cannot throw any light upon that?—No, I am afraid I cannot. (Mr. Nash here produced Court Roll.)

Mr. WILLIAM HENRY LEES, is called in; and Examined.

Chairman.

1038. WHAT are you?—A Farmer.

1039. In the parish of Therfield?—I occupy land in the parish of Therfield, and I own some land in the parish of Therfield.

1040. How many acres do you farm altogether?—Something over 1,300; I think it is 1,338.

1041. How much of that is your own?—I do 0.85.

Chairman—continued.

not farm all my own, but what I do farm of my own is in Therfield. There is about 23 acres in Therfield parish of my own.

1042. Of the 1,300, how much is yours?—I let principally my own except that.

1043. Then, in fact, you are one of the largest farmers, if not the largest farmer, in the parish?—I am in three different parishes, all adjoining.

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1044. How

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Mr. LEES.

[Continued.]

Chairman—continued.

1044. How much do you farm in Therfield?—A little over 200 acres.

1045. You object to this Provisional Order?—I do.

1046. What is your objection to this Provisional Order?—I do not think it would be any benefit at all; not as I looked through it. I could not see that it would be any benefit to the parish. That is my objection.

1047. Why do not you think it would be of any benefit to the parish. Do not you think it is any benefit to the parish to know how many sheep you are each entitled to put upon a certain piece of common land?—It is a long narrow parish; a certain portion borders on the heath.

1048. Do not you think it is an advantage that it should be regulated as to how many sheep and so on should be put upon a common ground?—It might be a benefit, but it never has been regulated.

1049. It never has been; but it does not follow it would not be an advantage to do it at the present moment, does it?—I do not think it would be any benefit.

1050. Have there not been great disagreements about the quantity of sheep that should be placed upon the land?—I believe it would be far better to put a stop to that. I do not at all approve myself of folding out of the parish. At least, I think it is only right that those who are in the parish should have the first offer.

1051. You do think there would be some advantage in regulating the thing, so far as the sheep are concerned, at any rate?—With the heath, I do.

1052. And you also think, as I understood you, that it would be a very great benefit that none of those stints should be let the people outside the parish who have no right there?—I should give those in the parish the preference.

1053. It is either a right or it is not a right; and, if it is a right that those in the parish and in the manor of Therfield should have it, you would only say it ought to be maintained for them and for them alone?—The matter has been going on for over 50 years in my recollection, and it is a hard matter to stop the letting.

1054. It may be a hard matter to stop; but if it is not right there is no reason why it should continue, and you have said it is not right?—I certainly do not approve of folding out of the parish. I do not approve of feeding in one parish and folding in another.

1055. Do not you think it is a good thing to have somebody with power to keep a place like that heath of 430 to 440 acres in something like creditable order, and to have the power of seeing whether people are kept from committing nuisance, and so on, upon it?—I have been on the homage of Therfield for some years, and we have had this matter discussed, I may say, for the last dozen years, about the folding and the nuisances on the heath; and the lords of the manor have never liked what I should call getting into litigation upon it.

1056. Supposing that this Provisional Order is sanctioned, and the Act is passed regulating the thing, the lords of the manor would have nothing further to do with it. The conservators would be the people who would have to look to the

Chairman—continued.

interests of those interested in the heath and the commons?—Yes; but a number of the ratepayers of Therfield are two and a half miles away from the heath. The bailiff of the lord of the manor, who is also the rate-collector of Therfield, told me that a great many of the ratepayers that did not border on the heath objected to it, and I am not at all surprised that they objected to it. The bailiff is a man named Edward Robinson.

1057. The bailiff told you that there was a large number of people that objected to it?—He did.

1058. You wrote out that paper (the petition), did you not?—Up to a certain point.

1059. Who got the signatures of those men whose names are attached to that paper?—I think I got the first four.

1060. How did the rest come upon the paper?—I left it in my foreman's hands, Thomas Drage, and he told me he would go round and see the ratepayers of Therfield, and he handed it back to me as it is.

1061. Are all these men ratepayers?—I will look through the list. A great many of them are cottagers, but I could not say they are all ratepayers, for I really do not know them all myself.

1062. You live in the parish, do not you?—No; I live in the adjoining parish. Most of those I know are ratepayers.

1063. They have a right of turning out upon the common?—I do not know who has the rights. I know there are some of them that have. Up in Therfield, as Mr. Nash has said, they have used these commons for 10 years for sheep. I know myself they have been used for sheep for over 30 years, because I bought some between 20 and 30 years ago, and I have reason to recollect, because my sheep got the scab through it. I am positive they have been used for 30 years for sheep, and for cows too.

1064. Are there any of those people whose names you have got on that paper interested in regard to turning out sheep on the common?—The man at the "White Horse" has turned out cows, and a man named Rand, and also Gatward; but I could not speak of the others; I do not think they keep sheep and cows.

1065. It has been stated that most, if not all, of them, but we will say most of them, have got no interest in the commons, so far as turning out sheep is concerned?—What is the vote given to them for; what use is the extension of the franchise to them?

1066. The extension of the franchise has nothing to do with the man's rights on the common; it is a totally different thing?—I think possibly that all parishioners, if they could participate in the recreation ground, would have a vote and a feeling in the matter.

1067. You do not happen to be lord of any manor, do you?—I am not lord of the manor, although I have land in Therfield.

1068. Will you explain to us the rights you have over the land which you hold in that manor?—I really could not. I have heard the question asked by others about the stint of sheep. As I have been on homage, a gentleman who is sitting here before me always stated there was no stint for sheep. Now, as I have heard to-day,

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Mr. LEES.

[Continued.]

Chairman—continued.

day, and heard at the meeting at Therfield, there was a limited stint to one per acre. I do not know whether that one would only run on as you say, the hedge crop from the Peufold estate, because in that estate there were two crops and a fallow.

1069. I merely wanted to know whether you knew what your rights were, and whether, supposing you were asked, you would be able to show what rights you had of turning sheep out upon this common?—I could not tell you.

1070. Perhaps you have no rights?—Yes, I have; but I cannot tell you to what extent.

1071. Looking at your rights, and knowing what they are, do you think that any of these persons whose names are down there have rights upon the common?—I have seen very little of it indeed, and I should not have troubled myself at all about it if it had not been for what the ratepayers said about it to me at the finish. Mr. Morris claims a right, Mr. Edmund Pigg claims a right, Lawrence, I believe, has a right. Drage has a right. There are several as to whom I do not know whether they have rights or not. William Rand I know has. So that there are several people here who have rights.

1072. Have you spoken to any of those people with regard to that petition?—I have spoken to Mr. Morris and to Pigg.

1073. Did you speak to any of the labourers?—I have not.

1074. Did you ask any of them to put their names down?—I did not.

1075. Did you explain to any one what it was they were signing when they did put their names down, or did you tell your foremen or bailiff to explain to them what it was they were signing that paper for?—I told those that I saw; but whether he did or not, I do not know. I read it over to them.

1076. You said you saw four, and you told me, I think, that the four were farmers?—I saw four personally, myself, at first, but I saw ten or a dozen afterwards at Royston, who read the paper and signed it.

1077. Did you tell them what it was they were doing when they were signing that paper?—They read it and judged for themselves, and they thought they were signing their rights away.

1078. What rights did you explain to them they were signing away?—I could not, because I did not know to what extent their rights would go.

1079. You have heard the whole statement from the beginning to the end. Are you or are you not satisfied that they have rights?—Part of them have, and by what I have heard to-day the poor really would not have a right except it would be to a portion of recreation ground, which I think would really be needed at Therfield if there could be a portion of heath.

1079*. I do not think you must carry that notion away, because there has been no right suggested with regard to that. It was thought that it might be a very wise and proper provision. I think that is very likely, what we may all agree to, that there should be a recreation ground, but there is no right to give it to them; and, of course, the sanction of the lord of the manor would have to be given. Is there anything else that you

0.85.

Chairman—continued.

would wish to say upon this question, or any other objection which you have to the regulation?—I do not think there was a labourer at the meeting at Therfield. I do not think there was a labourer in the room. I never saw one, and I think it was not at a proper time for them to attend. If it had been from seven to nine I think there would have been some labourers that would have attended.

1080. You think that the meeting ought to have been in the evening, and then you think there would have been some labourers there?—I do.

1081. Is there any other objection?—I have got a bit of copyhold beyond that line handy for the parish, and if we should in any way regulate, I would find that for them if I could have enough of the heath in proportion. It is not far from the parish of Therfield.

1082. Then you would not object to have the regulation take place if you could get your piece of copyhold land taken and you got a good-sized piece of the heath in its place?—Not at all; anything for an improvement.

1083. Then, as I understand, the case stands thus: that you after all do not see any objection to the regulation; but you think it would be a very good thing that a piece of land should be got close to the village of Therfield for the recreation of the people there; that you would be willing to find a piece of land provided you could get a good piece of the heath?—Certainly. If Therfield parish was to increase very much so as to become a very large and thickly inhabited place, we might be compelled as ratepayers to find a pleasure ground. I do not know that we should not, and I would rather see it done now than left undone.

1084. And you are entirely in favour of having the recreation ground close to Royston?—No, not for Therfield.

Mr. Bryce.

1085. How large is the piece of copyhold land which you thought would do for a recreation ground?—Nearly five acres.

1086. How much would you think would be an equivalent to it of heath?—Well, one is very good land and the other is very bad, so it would want a value put upon it before I could form an idea.

1087. You cannot give us an idea of what the area would be of a piece of heath which was of the same value?—It would be very difficult for me to say. Some parts of the heath I should call valueless, indeed a good deal of it.

1088. Is there any part of the heath which is fair agricultural land?—No. The west portion might grow a little rough stuff, but all the rest of Royston End is valueless.

1089. You say you think anything ought to be done for an improvement, but I suppose you would not oppose this regulation subject to certain modifications in it; you do not think the regulation is a bad thing in itself, but you think the provisions here suggested ought to be improved?—I believe they want modifying.

1090. Tell us what modifications you would introduce?—I think, as regards the Conservators, three at Royston and three at Therfield, besides the

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Mr. LEES.

[Continued.]

Mr. Bryce—continued.

the Rector for the time being, and one appointed by the Ecclesiastical Commissioners, may look very well on paper, but we may have five of our Conservators living in Royston.

1091. How will that be; the Rector would live in Therfield?—Yes.

1092. And three would be Therfield commoners. That would be half, would it not?—But possibly they would not reside there. It would be a great chance that they do.

1093. Still it would be in the power of Therfield commoners to choose people who did reside, would it not?—Yes.

1094. What alteration would you suggest, then, to secure the interests of Therfield?—Oh, I would rather see that there should be a certain portion of them reside in Therfield.

1095. Why would not you like to have more Conservators?—I think the more you have the more likely they will be to run things into litigation. I would rather see less than more a great deal.

1096. Then you would like to have four Conservators from Royston?—I should give the preference to it.

1097. Is there any other point on which you would like to vary or alter this proposal?—No, I do not think that there is. At least, as I said, at first sight I never have approved of the letting out of what I call rights to go and fold elsewhere. I think it is a very unjust thing. I have never done it myself. I should certainly give the parishioners the first opportunity, providing they were Conservators; and if they would not take it, then, of course, you must go further afield and let.

1098. This scheme does not give any sanction to the practice of letting any sheep be folded out. "One leading reason why an adjustment of rights is desired is that some of the common-right owners are in the habit of bringing on to the wastes sheep from other parishes. This practice is naturally regarded as a grievance by the general body of commoners, who are anxious that the rights of each person entitled should be legally ascertained, and that such rules should be made for the exercise of the rights as may prevent any abuse of them in the future. This can be done under the proposed provisions?"—If it could be done under the proposed provisions, I do not see why it should not be done at the present time by the lord of the manor and the homage. We always meet once a year. Why should it not be done by them instead of having conservators to do it for us.

1099. It is proposed to be done by the Land Commissioners, is it not, under the provisions for the adjustment of rights. Now, should you object to see the legal rights, as regards the use of the heath for sheep, ascertained and determined?—I do not object to the legal rights.

1100. You would be glad, as I understand, to see the real legal rights of the matter settled?—I should like to see the legal rights settled.

1101. So much for that. Is there any other point on which you would like to see the scheme altered?—Race horses have been spoken of. I may say there are many other horses exercised on that heath besides race horses and parties driving. There are as many, I should think, as

Mr. Bryce—continued.

five or six different roadways; they do a great deal of damage to the herbage.

1102. Would you wish to keep the horses off the heath altogether?—I should like to keep them to one certain point if it was inclosed purposely. Then there is another thing as to the way in which the heath is used. I should like to see parties who use it keep those two miles of road in order, and then I should say the sooner they had the heath the better. I mean the two miles of road on the north side of it. If they would keep that in order they might have all the other money they made off of it themselves.

1103. Is that the Ichnielf-road?—Yes. It is a great expense to Therfield parish, and if the heath could be put to a better purpose, so that that was kept in repair, it would be a fine thing for the parish. Then I should quite hold good with the Conservators spending the other money, the contributions, and whatever they got, in the best way they possibly could.

1104. What do you think about the cutting of turf?—I have seen it cut for 30 years back. You may see the marks now at the present time. It never gets right; at least it is a long while. You cannot get it level.

1105. Was there at the meeting that was held in the morning at Therfield any one there besides yourself who objected to the proposals?—I have never heard of any one at all, because the matter was not discussed; but the neighbouring farmers at the time thought very little of it.

1106. You objected?—Yes, I did object at the time.

1107. Did any one support you?—I cannot say but that the Bullens were both of the same way of thinking as myself. I think they did not know how far the thing was going then.

Viscount Curzon.

1108. You said just now, in answer to a question, that at the meeting on this subject which we have before us was it not discussed?—Not fully discussed.

1109. What was the meeting called for?—There was a meeting called at Therfield respecting the Provisional Order. At least, it was for the appointing I may say of the eight conservators, so far as I did know what it was for.

1110. Was there no public discussion while the meeting was going on?—Nothing particular.

1111. How far do you live from Therfield Heath?—I have never been far away from it. I am living now about five miles from it. Formerly I lived about three. I mostly have been in the neighbourhood of Therfield.

1112. In your opinion is there any decided feeling in the locality against putting this common and the greens under regulation?—There are a great many who really do not understand the matter.

1113. I suppose you did not think that that public meeting was a representative one?—If there had been a longer notice and it had been at night instead of the day time, I think it would have been far better for a public meeting of that sort.

1114. Then you think that the labourers would have attended?—A certain portion I do believe would.

1115. Did

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Mr. LEES.

[Continued.]

Mr. Davenport.

1115. Did you say that you opposed the scheme at the meeting at Therfield?—I objected to it at the time, but I do not think there was anybody else who objected at all.

1116. You objected to it at the time?—I could not hold good with it. I was the only one; at least, I do not think there was another dissentient there.

1117. Did you make your objections known to the Assistant Commissioner and to the rest of those present?—I put it down in writing directly I read the Provisional Order.

1118. I am speaking of what passed at the public meeting at Therfield?—I had not weighed the matter or taken it into consideration at the time.

1119. You were at the meeting?—I was.

1120. And the scheme was discussed and explained by the Assistant Commissioner?—Yes.

1121. Did you object to it at the meeting, or not?—I cannot say that I gave in my objections at the time. I merely was thinking them over.

1122. It is a pity, because you see the report comes from the Assistant Commissioner "that the opinions expressed were entirely in favour of the heath and the greens if placed under proper management and control." The meaning of that is that the meetings both at Royston and Therfield were unanimously in favour of the scheme?—They could not be unanimous.

1123. There was no opposition expressed?—No. I do not believe I expressed any opposition.

1124. I understand you to say that you subsequently heard there was opposition amongst the poorer portion of the inhabitants, and in consequence of that you got up that petition?—That was my motive.

1125. In that petition your reasons for objecting to the scheme are really that the Royston people would gain an additional interest in the heath, and that the Therfield people would be thereby injured?—I think so.

1126. You are entirely in favour of the heath being more strictly regulated than it is at the present?—I should like to see it put to a far better purpose.

1127. And you think that the lord of the manor ought to take care that it is better managed in every way?—Yes, I do.

1128. But as we all know the powers of lords of the manor are rather difficult to exercise in these days, having fallen into disuse?—Yes, but where a parish lies awkward like Therfield from that heath $2\frac{1}{2}$ miles—and some portion of it five miles away—I think it is a great pity that they should lose their rights and not have a recreation ground.

1129. They have lost their rights in consequence of neglect on the part of the lords of the manor to regulate the heath in the interests of the people, for their recreation and so on?—They ought to reserve a piece really at Therfield handy for the parishioners.

1130. What I am pointing out is this: there is a power now existing in the lord of the manor, though it is difficult to exercise, but that if this Provisional Order is carried out, and the scheme comes into operation, you will put in the place of the lord of the manor a body of Conservators

0.85.

Mr. Davenport—continued.

who will have new powers given them, which are easily exercised, and the result of that would be what you desire, that the heath would be better managed in the future?—I should certainly hold good with it, provided Therfield was not neglected. If the Therfield people were given a recreation ground, I should like to see the heath far better managed than it is.

1131. There is more prospect of their getting a recreation ground under the operation of this scheme than if things are allowed to remain as they are at present?—Yes, I think so.

1132. Because there would be the powers given to the Ecclesiastical Commissioners to exchange land with you, or with anybody else for the purpose of creating a recreation ground near Therfield?—I should hold good with the improvement in that way.

1133. With regard to the right of turning out sheep, you have a right of turning sheep on to the heath, you and others?—Yes.

1134. And you have that right in virtue of your being holders, occupiers, or owners of the old common-field of the parish?—Yes.

1135. And it is only those who are at the present moment occupiers of parts of the old common-field who have any rights upon the heath at all?—I have always understood that this was vested in the copyhold land; more in the copyholders than in the common-holders; but that appears to be contradicted according to old writings that I have seen since.

1136. You do not suppose that cottagers in Therfield would have any right of turning on to the heath?—There are ever so many of the cottagers that are copyholders, and I should have thought they had a right.

Mr. James.

1137. At the meeting which was held at Therfield what was your main objection?—My main objection was this: I thought that being on the homage myself, as I had been for years, we should be delegating power. That was my principal objection; the homage would be really delegating power by appointing conservators.

1138. Did you state that at the meeting?—I did not.

1139. Those were your views, but you did not state them?—I did not consider the matter. I do not think I knew of the meeting until the day before, or the same morning; so that I had no opportunity. I had not taken the matter at all into consideration. But my principal objection, I think, is that in putting the matter into the hands of conservators it is delegating a power that we have now, and I do not know whether we shall find much improvement.

1140. Something was said about these swings and roundabouts on the green; do you know anything about them?—I have seen them.

1141. Do you object to them?—I have ridden past them many times, and I do object to the people that go with them.

1142. Why?—Because they are a rough lot, as rough a lot as you can find anywhere. They have lureher dogs, and they are good enough for anything. That is the class of people they are, and that is the reason I object to them.

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1143. In

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[Continued.]

Mr. James—continued.

1143. Is there any mischief in the companionship of a lurcher dog?—Well, they will go and pick up hares just as fast as you like, and bring them to the parties; for I have seen it.

1144. That is your objection to the roundabouts?—I have no objection to roundabouts, if they are well conducted; it is the parties I object to who go with them.

Mr. Hunter.

1145. Did you see a copy of this Order before the meeting was held at Therfield?—No, I did not.

1146. When the meeting was held, you had no authentic copy of what was proposed to be done?—None at all.

1147. Had you seen any notice about Therfield before the meeting?—I had not; not till after the first meeting. Then I saw the Order after it was deposited at the "Fox and Duck."

1148. Being a prudent man you did not make up your mind at the time?—How could I; I could not make up my mind to nothing. I could not do that.

Mr. Jasper More.

1149. You are not much accustomed to public meetings at Therfield, are you?—There are very few held there.

1150. Have you ever held one on the Green?—Not to my knowledge.

1151. Do you think you would get a more representative attendance if you had a meeting upon the Green some evening?—I do not know. The rector was kind enough to tell me that if they liked to call another meeting we could have a room which would accommodate, I may say, 400 or 500 people.

1152. You do not mean the room at the "Fox"?—Not the room at the "Fox." There is hardly room to swing a duck there. There is not room for 20 people to sit comfortably in the room.

1153. Is there a room in Therfield?—A big room which belongs to the Rector, which was built as a temporary church, and used for that purpose, so that a meeting can be held there to accommodate the whole parish.

1154. It was not considered that sufficient interest would be taken in the matter to ask the Rector for the use of the room on this occasion?—I certainly asked him the question, and he told me I could hold a meeting there.

1155. Nobody thought of suggesting it when the Commissioners met, did they?—No; I do not suppose it was thought of or suggested to the Rector, or I know he would have been kind enough to let them have it.

1156. Did nobody think of having a reporter at this meeting?—A reporter was there.

1157. And yet nobody made speeches?—There was a reporter in the room for I saw him. I was close to him.

1158. How could you, who were the leader of the opposition, lose the opportunity of making a speech?—I really had not taken the matter into consideration. I had not thought anything at all of it at the time. I had only heard the matter discussed once a year at a meeting of the homage.

Mr. Jasper More—continued.

1159. Is it your opinion that there are any appreciable number of poor men who agree in your views in keeping this common as it is?—I know there are some.

1160. Suppose you divide the village on the subject, do you think you would have a large following?—In my opinion, if I give it honestly, which I will, I believe that there will be more for seeing the improvement of the heath, upon the condition that there should be a recreation ground left at Therfield, handy for what I call the Therfield parishioners. I do not think they will hold good with it without.

1161. Did anyone think of suggesting at the meeting that a recreation ground would be brought before us as a part of this plan?—I did certainly think of the matter, though I never brought it forward. I did think of recreation ground at Therfield, but I did not think of it at the time.

1162. Although this meeting was held for three or four hours, that subject was not touched upon by anyone?—I never heard it touched upon by anyone.

1163. What did the people do, merely sit in the room and look at each other?—I did not take notes at the time. I really was not much interested in the subject that they were talking of at the time, though I thought more of it afterwards.

Mr. Elton.

1164. Did the reporter make a report?—He did; I have it at home.

1165. It is a great pity that we have never in this inquiry been shown a report of what took place?—I really could not tell you what the report was, though, I believe, I had a copy of it.

1166. I suppose if the meeting had been held in the evening, and in a proper room, the labourers could not have done much, because they would not have had notice of what was going to be done?—No, they would not have had notice.

1167. Do I understand that one of your objections to what has been done is that they did not hold a proper meeting at the proper time, considering that these Therfield parish interests were involved?—It being a long narrow parish, six or seven miles long, I think there ought to have been more notice given of it, and I think it would have been far better if it had been in the evening.

1168. You think, considering the interests involved, there was not a proper meeting held at a proper time?—Nor yet in a convenient room for anyone to attend.

1169. Nor attended mainly by the proper people?—There was no room really for a proper attendance.

1170. These cottagers use the greens, you said, to some extent?—They do.

1171. Are they apprehensive that if they give power to conservators to say who shall turn out, and who shall not, they may find themselves deprived of the privilege which they have enjoyed?—They are afraid of it.

1172. Are they quite right in being afraid?—They are afraid of it.

1173. That

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Mr. LEES.

[Continued.]

Mr. Elton—continued.

1173. That is just what would happen to them is it not?—Possibly.

1174. It would be kept for people who had strict copyhold or freehold rights?—Yes.

1175. Then supposing there had been what would be a proper scheme according to your view, would not such a scheme naturally have had something for Therfield as well as for Royston? I understand there is a recreation ground put in for Royston, but the scheme omits any recreation ground for Therfield?—It does.

1176. In your view that ought to have been put in as well as the other?—I think so, the whole of the heath lying in Therfield.

1177. It is a Therfield piece of land?—Yes.

1178. Which the Therfield people have hitherto used?—Yes.

1179. But the only recreation rights, I understand, according to the proposals in the thing we are asked to promote, is a recreation right to be given to Royston, but no right given to Therfield: is that one of your objections?—That is the way I look at it. It is an advantage for Royston and a disadvantage for Therfield.

1180. It is not so much a disadvantage, is it, as that they are left out in the cold with nothing done for them?—That is it.

1181. I fancy I interpret your view from what you have pointed out?—Yes, that is my view of the matter.

Mr. Elton—continued.

1182. And you think if the common were regulated under Act of Parliament, and meetings were held at proper times, and proper information given to all parties, they would be able to come to a proper agreement for regulating these parish commons?—I think so.

1183. And you think there should be a meeting held in a large room at seven or eight o'clock in the evening?—Yes, it would be better.

1184. You think they would come to an agreement (if they had an opportunity of discussing it in Therfield) about finding a proper recreation ground, with the consent of the lord of the manor, regulating the rights and so on?—I think they would.

1185. The report is to this effect: "The inhabitants of Royston have reason to be satisfied with the inquiries upon the subject of the regulation of Royston Heath?"—I was not at the meeting at Royston.

1186. You suggest that the Therfield people were rather left out and the Royston people benefited?—Yes.

1187. The names reported as present include, I see, the names of gentlemen in this room?—There were others that are not here. The two Mr. Bullens were in the room, and several others I see that are not here.

Mr. LYONS WALCOTT, called in; and Examined.

Chairman.

1188. You are a Land Agent of Gray's Inn-place?—Yes.

1189. You are acting on behalf of Sir F. Gore Ouseley, Bart.?—Yes.

1190. I think you drew out this statement of objections?—Yes.

1191. What are the main objections that you have to this scheme?—I drew out this statement of objections for the assistance of the ratepayers. As Mr. Lees said he wished the ratepayers to sign the petition, I thought it the best way to put it in a proper form, as I obtained the advice of Mr. Rice. I may say that the Provisional Order, which was first sent to me about the 6th of February, mentioned that the inhabitants of Therfield would have a right to vote. Now I see that it is altered.

1192. Have you the management of any manors?—No.

1193. Do you know the practice of manors?—I know in this particular case it has been done, and at Maidenhead thicket or common.

1194. Do you not know that only those who have rights upon the common would have votes?—That is the rule generally, but there are some exceptions, I believe.

1195. There are no cases where the inhabitants, as inhabitants, have votes?—I believe there are instances where they can let the rights, and even go so far as to sell them.

1196. I was not asking you as to that, I was asking you whether the people living in a parish who have no rights upon the waste lands of the manor have, in the case of any manor that you know of, any right to vote?—No.

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Chairman—continued.

1197. And you have no doubt had many manors before you?—No, not many in my experience.

1198. You were asking for this manor that it should be treated differently from other manors, and that everyone in Therfield should have a right to vote?—My meaning was, that Sir Frederick Ouseley's tenants, who live from two to four and a half miles away from the heath, cannot possibly exercise their rights, and they have, as a matter of fact, for years let these rights to people in many cases out of the parish; and I only ask that if these regulations are put in force, they might be so let, otherwise they lose their rights entirely, so it will depend upon the people that are on the common; and if they are farmers they may naturally say, "I do not think the right is worth much to me," and of course they would get an advantage that way, because the farmers adjoining the common have more room for their sheep, and so on.

1199. Your main objection is to turning the sheep upon the common?—No, not my main objection; it is one of my objections.

1200. Do you know any manor where people having rights upon the waste lands of that manor have been able to sell or to let those rights?—No, not in my experience, but I have heard of a case in Sussex.

1201. Where?—I wrote to Mr. Woods at Crawley, and he was to have written to me this morning, but I did not get the letter.

1202. What was he going to tell you; upon what manor?—I do not know what manor; but he was to tell me the particular common where people

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Mr. WALCOTT.

[Continued.]

Chairman—continued.

people had a right to sell, or did sell, their rights on the common to others for a term of years. I think that was the nature of it.

1203. Is there any other point besides that?—There is the voting. In fact, the whole thing seems to me entirely for the benefit of the Royston people.

1204. Five of the conservators are to be for Therfield, and three for Royston, and one of those Royston conservators would be partly elected by Therfield people?—Suppose you take it as a fact that each owner of a common field land has the right to turn one sheep on, as in the old document. Now you have to find that right first of all, and then only those people who have that right will have the right to vote; so that you practically disfranchise a great number of the people of Therfield, and if you include the Greens, I think it will be most unfair, because you will be giving the Royston people the management of the Greens in Therfield parish.

1205. It does not at all follow it should be so?—But it is in the Provisional Order, which is all I am going upon.

1206. Are not the Conservators to define those persons who would have rights upon the Common, and having so found and defined those rights, they would state what number of sheep they were each entitled to place upon the common?—I did not know that that was to fall to the duty of the conservators.

1207. The award will make it the duty of the conservators to see that the number so awarded shall not be exceeded?—Quite so.

1208. Then that would define exactly who are the people who are entitled?—Yes.

1209. And those people who are entitled to rights would be the people that in the future, after the award was given, would have votes?—Yes; and I hope the ratepayers will have a right to vote, and not only the Therfield Commoners.

1210. The real objection which you made to this proposal is that Royston, which is outside the parish, should have no conservators at all?—No, sir, pardon me; I say the Therfield ratepayers ought to have a vote for the conservators as well as the ratepayers of Royston.

1211. You say that it should be the ratepayers of Therfield, and not the people, who have rights upon the common?—Yes.

1212. These are your two main proposals; then there is another point: you consider there should be a clause inserted "empowering the conservators to exchange a portion of the heath farthest from the town of Royston for some land in or near the village of Therfield"?—Yes.

1213. You are aware that we can accept or reject the Provisional Order. We can request that provision may be made in the Enabling Act which will have to be passed afterwards stating that that is our view and opinion; but more than that we are not able to do?—That was one of the questions I raised at the meetings, both at Royston and Therfield; and I understood from Mr. Milman, the Assistant Commissioner, it could not be entertained at all because it might wreck the regulation of the common. I said I thought it was very hard lines that it should not be done.

Chairman—continued.

1214. Is there any other point you would like to mention?—No.

Mr. Elton.

1215. You know we can recommend the Provisional Order should not be confirmed by Parliament except subject to certain modifications?—Yes.

1216. And you have pointed out some of the modifications that you propose?—Yes, that was my object.

1217. Part of your object is based, I understand, on this state of facts, that the commoners of Therfield, being taken as the electing body, the Provisional Order includes, as usual, adjustment of rights, which means the determination of the number of people who shall or shall not exercise rights of common?—Yes.

1218. And that is a strictly limited class; whereas such a limitation does not exist in the Royston case; is that what you intended?—I do not understand. Limitation of what, may I ask.

1219. There is no limitation of the Royston class. All ratepayers can vote there?—Yes.

1220. Whereas in Therfield you point out that not only is the right of voting restricted to commoners, but that that class can be cut down by the adjustment of rights to a very much smaller point?—Yes.

1221. Do I apprehend your meaning rightly, and that that is what you object to?—Yes. I object to that.

1222. Every Provisional Order can, according to Act of Parliament, include the determination of the persons by whom, the stock by which, and the times when such pasture shall be exercised?—Yes.

1223. So that unless they leave the class of commoners absolutely alone they must be diminished by any action taken under the Provisional Order?—I think considerably diminished.

1224. Because the Provisional Order, according to the Act of 1876, includes the restricted modification or abolition of rights of pasture?—Certainly.

1225. There is nothing about enlarging the number?—No.

1226. Therefore the class of people who will take a share in the government in Therfield is a small and diminishing class?—Certainly.

1227. And the foreign parish which is practically annexing the common in your view has a very large voting class?—Certainly. I do not think it is fair, especially in the case of the Greens, because they are entirely in the parish of Therfield and away from Royston.

Mr. Hunter.

1228. Do you remember, at this meeting at Therfield, the point being raised that it was desirable to exchange some part of the heath for a certain field in Therfield parish, which would be used as a recreation ground?—Yes.

1229. Do you recollect whether the Commissioner made these observations: "The Commissioner said there would be a difficulty in doing this. The Select Committee of Commons would be very jealous of cutting short any open space; and he mentioned a case in Hampshire where

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Mr. WALCOTT.

[*Continued.*]*Mr. Hunter—continued.*

where the attempt to obtain regulations failed in consequence of a proposal of this kind being added to it. It was something which would have been beneficial, but the Select Committee, not knowing the exact circumstances of the case, set their face against anything of the sort; he thought the rector was anxious to obtain a piece of ground in the village and everyone would like to see a recreation ground for Therfield; it would be a very good thing, considering that Therfield Heath is really Royston Heath; was that the substance of his remarks?—Yea.

1230. So that he rather discouraged your aspirations, did he not?—Distinctly, as regards recreation ground for Therfield.

1231. Then, as I understand, the point you complain of on the part of Therfield is this, that this is a scheme which is more favourable to Royston than to Therfield?—I cannot speak for the Therfield people. I certainly think so myself.

1232. And you think that the ratepayers of Therfield ought to have as much right to representation among the conservators as the people of Royston?—Certainly, and more so if the greens are included, because they are clearly in Therfield, and Royston has no right whatever to them.

Mr. Davenport.

1233. Another objection, I understand, to limiting the election to the commoners is it would be so difficult to define who they are?—At present no one knows who they are.

1234. It might be quite impossible to decide when a man came forward as a conservator, whether a certain person had a right to vote or not?—A cottager on the green, who put pigs and turkeys on, would say that he had a right, and it would seem rather hard that he should not have a right.

1235. It is not a class which could be clearly defined?—Certainly not..

1236. There is no roll of the manor to which you can refer when a man comes forward and claims the right to vote?—Not at all, as it seems to me.

1237. You were at the meetings both at Therfield and Royston?—Certainly.

Mr. Davenport—continued.

1238. And you raised objections, I understand, to the scheme?—Certainly.

1239. The report which has been laid before us says the opinions were entirely in favour of the heath and greens being placed under proper control; that gives the impression of an unanimous opinion in favour of the scheme?—I cannot understand what that would mean, because the people could not possibly tell what was the scheme at the time. It was only open for discussion. How could they possibly agree to a thing they did not know anything about.

1240. At any rate there was some discussion?—There was a running discussion, certainly. It is not all reported here. It was a running discussion; except the opening statement by the Assistant-Commissioner, there were constantly people talking.

Mr. Bryce.

1241. As I understand, your objection is not to what the Royston people got, but to the fact that the Therfield people do not get other compensating advantage similar to those secured to Royston?—Quite so.

1242. You do not wish to take away from Royston their right of representation?—Certainly not.

1243. You do not wish to take away the provisions for improving the heath for their benefit?—Certainly not.

1244. You really think that if they got so much Therfield ought to get rather more than the present scheme gives them?—Yea.

1245. I understand also, you do not object to the adjustment and determination of the rights of putting on sheep; now if you look at the Provisional Orders you will see that they provide for the determination of the persons by whom, the stock by which, and the times at which the right of common of pasture is to be exercised?—I do not object to that.

1246. Therefore, if it should turn out that no person has a right to put sheep on the heath, except persons whose sheep are in the parish, you would not object to it?—No, but I say it is hard on the people who live at a distance, who have hitherto let the right.

Colonel LEACH, re-called; and further Examined.

Chairman.

1247. Is there anything you wish to say to us?—There are one or two points which I should be glad to draw the attention of the Committee to.

1247*. What is the first point?—The first is as to rights. I venture to point out to the Committee that one of the purposes of the Provisional Order is a determination of the rights; any rights which may exist are not taken away; they will simply be ascertained and confirmed by the Provisional Order.

1248. We will take the greens, for instance. If any cottager or any of the poor people living close to those greens have got any rights in those greens, or have exercised any rights upon those greens for any considerable time, those rights would be confirmed and not taken away?—Any rights that exist would be certainly ascertained

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Chairman—continued.

and confirmed. For example, the point which has been specially alluded to, of bringing in sheep from other parishes, if that is ascertained to be a right which exists, it will be confirmed; it is extremely doubtful whether there is such a right; but, if the right does exist (I am merely putting it as a supposition), it will be ascertained and will be confirmed.

1249. Supposing the lords of the manor have allowed those rights with regard to sheep to be exercised, those rights would be confirmed and would remain as they were before?—Without going into the legal question as to rights, I would merely put it generally, whatever legal rights were ascertained to exist would be confirmed by the award.

1250. The award would also state the number

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Mr. Bryce—continued.

of sheep each person was entitled to put upon the common?—Yes.

1251. Then the conservators would have nothing to do but to carry out the award and see that each person had his proper rights?—Quite so, to see that the rights were properly exercised.

1252. What is your next point?—As to cutting turf; I was asked whether the Ecclesiastical Commissioners had consented to that; they have consented to it by consenting to the Provisional Order. I may mention that the Commissioners themselves raised the point that it should be restricted as far as it was possible; but there was a strongly expressed desire that it should not be altogether omitted, and the Ecclesiastical Commissioners, by consenting to the Provisional Order, have consented to that as it is inserted in the Provisional Order.

1253. So that having looked carefully into the Provisional Order, if that is confirmed, the Ecclesiastical Commissioners will have given the right of cutting turf which is mentioned in the Provisional Order?—Certainly.

1254. Then, with regard to selling or exchanging a piece of land for land close to the village of Therfield, has any definite action been taken by the Ecclesiastical Commissioners with regard to that exchange or sale?—Not at present. The Commissioners, as I stated the other day, felt the great desirability, if possible, of obtaining a recreation ground; and I shall be prepared to lay before the Committee a suggestion as to what they would recommend. Of course, in a case of that kind there would be a great many things to be considered. The Home Office would, no doubt, communicate with the Land Commissioners, and frame the necessary clauses to be inserted in the confirming Act to carry that out.

1255. What is your next point?—As to the appointment of the conservators. Very little is said in the Commons Act about the appointment of the conservators. The first section in which anything is said about it is the 5th Section, Sub-section 4, which says that the improvement of a common comprises, among other things, "the general management of such common," and "the appointment, from time to time, of conservators of the common for the purposes aforesaid." Then I go to Section 8, which provides that where the urban sanitary authority contribute to the expenses of the common they may be invested with the power of management; and the third section of the Act in which it is alluded to is the 14th, which provides that "a Provisional Order for the regulation of a common may provide for the raising, from time to time, by such persons interested in the common and for such amounts as the Commissioners think fit, of money to be applied towards the improvement or protection of such common;" and the whole spirit of the Act is that the common shall be, at all events to a large extent, managed by those who have the rights over the common. The Commissioners (to a large extent at the instance of this Committee) have from time to time introduced other conservators, as they have done in this particular case; but it is quite clear that those who were interested in the common would not consent to any Provisional Order which entirely transferred

Mr. Bryce—continued.

their rights and their powers of management to other people not interested in the common. The previous witness alluded to the fact that in the first Provisional Order he saw that "inhabitants" were inserted; that was the first draft of the Provisional Order, and in sending it out for consideration "inhabitants" was put in brackets, it being open to those to whom the draft was sent to suggest those whom they would wish to be inserted to manage the common, for the approval of the Commissioners.

1256. Royston is an urban sanitary authority; what do they propose to contribute?—They do not propose to contribute any sum for the management, but it is expected that subscriptions will be forthcoming from the people of Royston for the management.

1257. The Royston people are prepared to subscribe their fair share towards the management?—We expect they will; there is no undertaking.

Mr. Davenport.

1258. That will not come within the provision you have just referred to with regard to contribution by the local authority?—No, certainly not. A question was raised as to the meaning of the words, "any other moneys applicable for the purpose" in the order. That is a general phrase to provide for any sums that might come into the hands of the conservators.

Chairman.

1259. We should like to know whether Royston would, if necessary, contribute its fair share?—I am not able to give you any positive information about that. I am reminded that Royston being a town with a population of under 5,000, it has no *locus standi* under the Act, therefore they could not undertake as an urban sanitary authority to contribute. We assume that means will be provided for the regulation of the common, there being no doubt whatever that it is desirable that the common should be regulated; and I would venture to call the attention of the Committee to the preamble of the Act, one of the paragraphs of which recites: "And whereas by the said Inclosure Acts information is required to be supplied and inquiries to be made for the purpose of enabling the Inclosure Commissioners to judge of such expediency as aforesaid, but it is desirable to make further provisions for bringing under the notice of the said Commissioners and of Parliament any circumstances bearing on the expediency of allowing the inclosure of a common, and that inclosure in severalty as opposed to regulation of commons, should not be hereinafter made unless it can be proved to the satisfaction of the said Commissioners and of Parliament that such inclosure will be of benefit to the neighbourhood as well as to private interests." That is putting regulations, so to speak, against inclosure. Another paragraph is this: "And whereas it is expedient to give further facilities for enabling the Inclosure Commissioners to regulate, improve, stint, and otherwise deal with commons without wholly inclosing and allotting the same in severalty," therefore, it is our duty, as Commissioners, where we are of opinion that regulation is desirable, to bring

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Colonel LEACH.

[Continued.]

Chairman—continued.

bring it before the Committee, and our reasons are fully stated in our report.

1260. I think the Committee has from year to year impressed upon you the absolute necessity of always, in these questions, taking into account the population of such a place as Royston, which, although not within the manor itself, is closely contiguous to the common to be dealt with?—The Committee has pressed it upon the Commissioners most strongly, and the Commissioners have endeavoured to carry out in that respect the wishes of the Committee. Of course, the Commissioners are bound by the Act; I can only say that the Land Commissioners have always given and always will give the greatest possible weight and attention to any expression of opinion of this Committee.

1261. The reason, I presume why, in your Provisional Order, you have given the appointment of three conservators to Royston is because Royston up to the present time has had the principal enjoyment of the heath as a place of recreation, the heath being so contiguous to their town?—The Committee will see from the map the position of Royston with reference to the common, and it is in evidence before them, and was equally in evidence before the Commissioners, that really the people of Royston make the chief use of the heath as a place of recreation.

1262. And you would hardly have thought it within your province to have omitted to give the appointment of a certain number of conservators to the town of Royston?—We should have thought we were going entirely contrary to the wish of the Committee and our own views if we had failed to take care that the inhabitants of a town with so large a population as Royston were properly represented upon the conservancy.

Mr. Bryce.

1263. That is also in accordance with the wish expressed by the Committee last year in the case of Billericay?—It is quite in accordance with the wish of the Committee which I undertook should be carried out.

1264. I think it is the fact, is not it, that a part of the town of Royston is in the parish of Therfield?—A part of Royston is in the parish of Therfield.

1265. As I understand, if a recreation ground was created in Therfield, it would not necessarily under the statute be under the management of these conservators, but rather under the churchwardens and overseers?—It would, necessarily, under the Act.

1266. With regard to the question of giving a voice to the ratepayers of Therfield, do you go so far as to think that the Land Commissioners would not have the power, looking at the statute, to provide for the election of a conservator by the ratepayers of Therfield, in addition to such representation on the board of conservators as might be given to the commoners, assuming the commoners can appoint conservators, would not you have power under the statute to suggest that there should be also one conservator or more elected by the ratepayers?—I will explain to the Committee why the number of conservators is

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Mr. Bryce—continued.

fixed at 6. The Chairman of Ways and Means required that the number of conservators should be such that one third of them should go out annually by rotation, that necessarily requires that the number of conservators shall either be 3, 6, 9, or 12, and therefore we thought we had got a sufficient number, and that Therfield would be sufficiently represented by the arrangement we have made in the Provisional Order.

1267. I did not intend to question the policy of the present arrangement, but I only wished to ask you whether you thought under the statute there would be power for you (supposing it were considered desirable) to provide that the ratepayers of Therfield should have a representative?—If they had one that would make the number seven.

1268. But speaking generally, do you think it is or not within your power to propose to allot a representative to the ratepayers as well as to the commoners in a case of this kind?—It would be in our power to propose it, certainly; it is, of course, a question whether the commoners and those interested would assent. I would remind the Committee that we have to get the assent of two-thirds of the parties interested in the common, and therefore it is not in our power to take a despotic line, and say we insist upon this, and we insist upon that. We must have the assent of a certain number of commoners. We can only suggest and put before them certain recommendations, and it is for them to say whether they will adopt our recommendations.

1269. I quite understand that, but my question went to the dry legal point whether you would have the power to propose a thing of the kind, and I understand you to say that you would have the power?—Yes, as we have power to suggest the election of three conservators by Royston.

1270. Is it the case that under the Act the Local Authority of Royston could not make a contribution to the maintenance of the common, Royston being a town with a population under 5,000?—I will read this from the Section: "A town for the purposes of this section means any municipal borough, or Improvement Act district, or Local Government district, having a population of not less than 5,000 inhabitants."

1271. I ask you what is your view of the law generally; is there anything to prevent the Local Authority of Royston from applying money out of the rates if so desired, to the preservation and maintenance of a common like this?—Under Section 8 they are not a town; under that section they would have no power to contribute; it says: "The expenses incurred by an urban sanitary authority in pursuance of this section may be defrayed out of any rate applicable to the payment of expenses incurred by such authority in the execution of the Public Health Act, 1875, and not otherwise provided for." Then the next paragraph is that a town for that purpose must be a town of not less than 5,000.

1272. But with regard to the law generally is there no other section in any other Act, or no other power under which it could be done?—I am not able to answer the question as to the law generally; we have taken this Act as our guide.

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1273. Because

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[Continued.]

Mr. Bryce—continued.

1273. Because in this case it is a question whether or no voluntary contributions would be certainly forthcoming, and if by any power other than those contained in this particular Act of Parliament a town like Royston could contribute, we might be able to dispense with the necessity of selling turf?—Probably the Committee would think it desirable to leave it in the hands of those interested in the neighbourhood. You may feel confident, I think, that they will not allow the common to be destroyed by taking turf unduly.

Mr. Davenport.

1274. Is this the first case in which the election of conservators by the ratepayers instead of by the commoners has been proposed?—There has never been a case of regulation in which it has been proposed. We should certainly feel very great difficulty in taking the management out of the hands of the commoners, the parties interested, and putting it into the hands of other parties.

1275. You heard the objection which Mr. Walcott raised that there is no roll or list of the commoners?—Under the Provisional Order the preparation of a list of the commoners is one of the things that would be done.

Mr. Walter James.

1276. Your first duty would be the ascertainment of rights?—Yes.

Mr. Elton.

1277. When you answered the honourable Member opposite just now that if a recreation ground was provided in Therfield it would be managed by the churchwardens and overseers, were you referring to any section in the Act of 1876?—I was referring to the Inclosure Acts generally.

1278. Is it not the fact that by the 25th section of the Act of 1876 it is only allotments for the purpose of a recreation ground made under the Inclosure Acts which are put under the churchwardens and overseers, and that a recreation ground provided by the process we are speaking of, would not come under the churchwardens and overseers?—I take it that even if a certain thing is provided under the Confirming Act it would be under the Inclosure Acts.

1279. "There shall be repealed so much of the Inclosure Acts, 1845 to 1868, as provides that an allotment made for the purpose of a recreation ground may be allotted to any person entitled to an allotment under the inclosure . . . and every such allotment," confining it to allotments made under the Inclosure Acts, "every such allotment made after the passing of this Act shall be vested in the churchwardens and overseers for the time being of the parish." It is confined to allotments under the Inclosure Acts, is it not?—That is rather a nice legal point, which perhaps I am hardly competent to discuss. It would of course be open to the Committee, if they saw fit, to recommend that the allotments should be under the conservators, and then it could be provided for in the Confirming Act, but if it was not provided for, I think we should probably consider that it must come under the General Acts.

1280. These words are pretty plain: "every such allotment shall be vested in the church-

Mr. Elton—continued.

wardens and overseers." You could hardly by any legal ingenuity say that that was a fine legal point?—The honourable Member is more competent to give a legal opinion on the wording of an Act of Parliament than I am.

Chairman.

1281. Is there any other point you wish to bring before us?—There is one very trifling one, as to the roundabouts. I think there could hardly be any question on the part of the Committee that it would be desirable that the roundabouts should be under regulation. That is a question which has been a good deal raised. I feel satisfied from what we have heard, that there is no intention whatever of stopping legitimate amusements, but the feeling is that those amusements should be under proper regulation, which will be secured by the Commissioners' award.

Mr. Hunter.

1282. Then the conservators would have the power to stop them?—No; we should provide in the award that they should not have the absolute power to stop them, but we should certainly leave the control of the amusements as much as possible in the hands of the conservators.

1283. If they charged 20*l.* a day for standing room that would stop them, would it not?—I cannot exactly enter into what they might do; that question has not been gone into.

Mr. Bryce.

1284. Am I right in supposing that you could insert in the award provisions requiring the conservators to take care that the tumuli or any relics of antiquity were fully preserved?—Certainly.

Mr. Walter Jones.

1285. Are there any tumuli existing on the heath, or have they been removed?—I am unable to answer that question.

1286. They are marked on the map?—The Committee having drawn attention to the matter, the Commissioners will take care that it is looked into, and if there are tumuli there they will take care that due provision is made in the award for their preservation.

The Committee-room was cleared.

After some time the parties were called in.

Chairman.

The Committee have very carefully considered the whole of the proceedings in this case, and they do not think the Act has been quite acted up to; they think that there ought to have been another meeting held at Therfield in the evening; they therefore propose to adjourn so as to enable another meeting to be held in Therfield. The Committee are not now going to reject the Provisional Order, but they propose to adjourn so that an opportunity may be given of ascertaining the views and opinions of the majority of the inhabitants of Therfield by holding another meeting at Therfield. As soon as those views and opinions have been indicated in the way proposed, the Committee will meet again, due notice being given of their re-assembling.

[Adjourned.]

Tuesday, 12th June 1888.

MEMBERS PRESENT:

Sir Walter Barttelot.
Mr. Bryce.
Mr. Ellis.
Mr. Elton.

Mr. Walter James.
Mr. Storey-Maskelyne.
Mr. Jasper More.

SIR WALTER BARTTELOT, BART., IN THE CHAIR.

Mr. HENRY SALUSBURY MILMAN, re-called; and further Examined.

Chairman.

1287. I THINK by the directions which you received from the Committee the last time that we met you have since held a meeting at Therfield?—I have.

1288. Will you tell us on what day you held that meeting, and at what hour?—I held it on Monday the 4th of this month at seven o'clock in the evening.

1289. Proper notices, I presume, had been given with regard to that meeting?—Yes.

1290. So that there could be no mistake that you meant to hold that meeting at seven o'clock in the evening of Monday the 4th June?—No, there could be no mistake, due notice was given and I ascertained that it had been given.

1291. Were there many people present?—A great number of people.

1292. How many should you say?—I have here a list of 80, and at my request the rector took down for me their names, their residences, and their occupations.

1293. Before we go into that, where did you hold the meeting?—I held the meeting in what is called the Rectory-room, the largest room in Therfield, which was much larger than the room in which I held the Therfield meeting before. I held it in this large room because the room is well known, and often used for parochial purposes, and would have held any number of people who might have presented themselves, many more indeed than came.

1294. Do you think the room would hold over 100?—Yes, certainly; many more than 100.

1295. What statement did you make to the meeting?—The statement that I made was this: I stated shortly the circumstances which had occurred, and I stated that I had come down to hold that meeting in order to ascertain more fully the feelings and wishes of the commoners and inhabitants of Therfield of all classes.

1296. Did any gentleman make any statement to you upon that occasion?—After I had made my statement several gentlemen made statements. The rector made a statement; and Mr. Walcot, the agent for Sir Gore Ouseley, made a statement; and two gentlemen, Mr. Phillips and Mr. Fordham, who are largely interested in the

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Chairman—continued.

matter, made statements; and Mr. Dalton Nash also; and Mr. Lees, who, the Committee may remember, was examined before the Committee last time.

1297. What was the purport of those statements generally; was it in favour of the scheme as proposed by the Commissioners?—The purport of the statements was in the first place very strongly in favour of having a recreation ground in Therfield, which was considered by all parties and all classes to be very much required. The only feeling in the matter was, that Therfield should have the management of its own affairs; that it should, in fact, have the chief, if not the whole influence on the Board of Conservators.

1298. And the Royston people to have no influence at all?—The fear was lest the Royston people should have too much influence, and I have no doubt that many were of opinion that it was unnecessary that Royston should be represented; that was the feeling of many. I did not propound any opinion of my own. My desire was simply, as I believed, in obedience to the Committee, to ascertain as impartially as possible the feelings of all classes in Therfield.

1299. I presume you told them the number of conservators that there would be for Therfield, namely, one for each of the lords of the manor, and three for the commoners?—Yes; they were well aware of that from being aware of the wording of the Provisional Order which had been deposited in the parish.

1300. Were there any other questions mooted besides these two?—There were questions also as to the mode in which the conservators should be elected both in Royston and in Therfield.

1301. What answer did you give to that question?—I could give no answer, except pointing to the provision which had been made in the Provisional Order. I pointed out that I was unable to give further explanations, as I considered that such could be given better by the Commissioners themselves.

1302. Then there was nothing else besides those three questions which were raised at that meeting?—No, I do not think there were.

1303. Were the poor people satisfied with reference to the regulation of the heath?—I think

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Mr. MILMAN.

[Continued.]

Chairman—continued.

think they were anxious for a regulation of the heath; and I may say that I went down to Therfield on the Saturday before, that is, Saturday the 2nd June, and I walked about and inspected carefully the greens and the roadside strips in Therfield, and I saw something more on Sunday, and also on the Monday during the morning and afternoon. I also carefully inspected the greens and the roadside strips. I asked many questions of labourers and women and others who were much interested in the matter whom I met, and they all were willing that there should be a regulation, and that the advantages which they had hitherto enjoyed they should continue to enjoy, the advantages, I mean, of the greens and roadside strips.

1304. How many of the hundred people were labouring people?—I have here an analysis made of those in the parish, and there appear to be 106 who are described as labourers of various classes; I can hand up this to the Committee. The householders named are 175, of whom there are 106 labourers; but as to those who were present at the meeting, there seemed to have been a large number of labourers.

1305. Were two-thirds of them labourers?—Thirty-two of them are described only as labourers and householders. There are other persons who are described as small tradesmen of various kinds, but 32 are described as labourers and householders.

1306. Those were the only two questions which were raised at the meeting, and, on the whole, you say that the meeting was perfectly satisfied with the Provisional Order?—They were satisfied, so far as it concerned Therfield, but many of them had more or less a strong feeling against Royston having any part in the regulation at all; that was the feeling of a great many, and, indeed, I may say of the majority. There was also, I may say, a wish to have something like an estimate of the expenses which would be incurred by having this Provisional Order and regulation.

1307. Were you able to give them any approximate estimate of what those expenses would be?—I was not able to do so; it is very difficult to give it, but from all inquiries that I could make it appeared to me they would be very trivial indeed, as there would be no expensive works required on the heath or anywhere else, and that if regulations were laid down, the supervision of their execution would be very little expense. I was going to mention what had escaped my memory with regard to the turf-cutting. Mention was made of the turf-cutting, and many remarks were made about it. Some thought that if turf-cutting were allowed, and the profits of the turf-cutting were devoted to the expenses of the regulation that that would lead to an inordinate turf-cutting; there was a feeling that if the turf were cut at all, it should be for use only in Therfield. It was pointed out that at present such abuses of turf-cutting as existed arose from the turf being cut by persons in Royston and sold for profit out of Therfield, and out of Royston too; and there was a wish expressed, as I say, that the turf-cutting should be confined to the use of persons in the parish of Therfield.

1308. That, of course, would be useless, because any particular provision of this nature would be

Chairman—continued.

left to the conservators?—My own view was, and I think I expressed it, that the whole subject of turf-cutting was just one of those things which might safely be left to the discretion of the conservators.

1309. Did you hear anything about the views of Royston about having conservators?—I heard a little. Mr. Dalton Nash stated his views on the matter, and no doubt he stated that the wish for conservators and for regulation came originally from Therfield. At the same time there was a wish on the part of the Royston people that they should be represented on the Board, in order that their habitual use of the heath for recreation might be properly preserved. As I say, the general body of the Royston people were not represented and did not attend the meeting, but I may say that on the report of the meeting appearing (the resolution of the meeting and the feeling at the meeting being reported in Royston and reported in the papers), there was a strong feeling that Royston might probably be excluded or that there might be a wish to exclude Royston on the part of Therfield, and there was that feeling expressed in a public paper which they call the "Royston Crow," on the Friday, and there was a bill put forward calling upon the people to attend the meeting on Friday, June 8th, of which this is a copy (*delivering in the same*.) I merely put that in to show the feeling of Royston. I also have here a paper which was produced by Mr. Nash, and to which he had obtained very numerous signatures in Royston, which expressed very clearly, I think, the wishes of a great number of the people of Royston. The Committee will see that it is signed by a considerable number of persons of all classes in Royston, and in most cases, their calling and position are mentioned; and, perhaps, it would be well that I should lay this before the Committee (*delivering in the same*).

1310. This purports to be a proposal to pay their fair share of the expenses of the regulation of the common?—It expressed this feeling about it, that in so far as any expenses should be required for their recreation ground, they were willing to bear them.

1311. You made inquiries about the strips and you found there, did you not, no owners of those strips, except the two lords of the manors?—I could not find any claim made to any of the strips except on the part of the lords of the manors, and that seemed to be the general feeling there.

1312. With regard to the recreation-ground, did you look around or make any inquiries as to whether a recreation-ground could be procured at a reasonable price, close to the village, or near the village of Therfield?—Two or three fields were shown to me, which it was said might be available for a recreation-ground; and I know that by the extreme kindness of the gentleman who is a tenant of the greatest landowner, one is sometimes used as a recreation-ground, by his permission, and great benefit is found from it. More than one place was pointed out to me, and I think that there is a willingness on the part of the landowners and the tenants of the landowners in Therfield that a recreation-ground should be provided.

1313. In

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MR. MILMAN.

[Continued.]

Chairman—continued.

1313. In order to provide that recreation ground, what in your view would be the best course to take?—The only course which I can imagine is for Parliament to give authority to the lords of the manor to set out a sufficient portion of the heath to be enclosed, and to be offered to be given in exchange for a piece of ground close to Therfield, that is the only way in which it could be managed. I explained to the meeting that that was the only plan that I could imagine, but I further explained that it was beyond my power to recommend, and, in short, beyond the power of the Land Commissioners to recommend; it was entirely a matter in the hands of Parliament.

1314. Do you think that that could be done without detriment to the heath, or that any of those strips could be enclosed with greater advantage?—I looked carefully at the strips, and there are no strips either in situation or in shape which would answer the purpose so far as I can see, and those that I consulted on the subject and who are very familiar with the people there, and who know their wishes I think well, expressed themselves to be of the same opinion. As to the particular portion of the heath which should be set apart, that is a matter for further consideration, of course, and rather for a surveyor or valuer to discuss than for me.

Mr. Bryce.

1315. Do I understand you to mean that none of those strips of land whether by the addition of a piece of land to it to be purchased or to be exchanged for some other strip could be made available for a recreation ground?—From what I saw, I did not see any that could be so dealt with.

1316. I remember when you were here before that either you or some other witness suggested that there was one strip which was pretty broad, and by the addition to it of another piece of ground, it might be made available?—I do not know of any such strip. I suppose it would be by the addition of a considerable piece, and it would be just as well to have an entirely fresh piece of a proper shape. The strips, as the honourable Member may see by the map, are of a singular shape, narrow at one part, and upon hardly any one of them could a good game of cricket be played.

1317. How much of Therfield Heath do you think it would be necessary to sell in order to get a recreation ground, say of four acres?—That entirely depends, I think, upon the part of the heath which should be selected.

1318. Take the west end of the heath, that is the end furthest from Royston town?—There also the same observation applies. If the lower part quite at the west end were cut off it might answer the purpose, supposing that a part on rather a rising ground adjoining a certain plantation, were cut off, it might have a different value.

1319. You cannot give me an estimate of the number of acres of Royston Heath that we should have to sacrifice in order to get a recreation ground?—No; if I take the east end where it adjoins the town of Royston, I also am unable to give an estimate, because of course the part

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Mr. Bryce—continued.

which closely adjoins the town might be available for accommodation land or building land, and perhaps would be much more valuable than any part of the west end.

1320. Would it be possible by selling any of the strips near Therfield itself to raise a sufficient sum of money to provide a recreation ground?—I think it might be possible, but knowing the use that is made of the strips, I could hardly suggest the inclusion of the open land in that part of the parish where the greatest population exists, even for the purpose of making a recreation ground. I think that those strips are useful to the commoners and to the tenants of the commoners who dwell close by them, and I am not prepared to recommend enclosing any of those strips. I think that the object might and would be better attained in the way that I humbly suggest.

1321. One method was by selling a part of the heath?—Yes, by selling a part of the heath; of course, properly selected.

1322. Was anything said at the meeting about the putting of sheep upon Royston Heath?—Yes; there is still a strong feeling that whatever sheep are put there should be sheep which are folded in Therfield parish.

1323. Then your own opinion is that the turf-cutting matter should be left entirely to the conservators?—I think it might safely be so left.

1324. Would you propose to put a regulation on the subject in the Provisional Order?—In the Provisional Order, I think, there is a regulation which I would not propose to alter.

1325. And you would not propose to put anything further than that?—I think not; I think that in the hands of the conservators the commons would be quite safe from inordinate turf-cutting, and it struck me that to deprive the conservators of the power of allowing any turf-cutting would hardly be consonant with the general opinion of Therfield.

Mr. Walter James.

1326. Is there any objection on the part of the people of Royston to sell a portion of the heath, in order to provide the recreation ground for Therfield?—I have not heard of any at all.

1327. What was the exact object of this meeting to which you have referred?—In consequence of the report which got out, I suppose by word of mouth, and also a report in the newspaper on Friday morning, the Royston people became alarmed, as they thought that the parish of Therfield was to have the exclusive control of the heath, and the object of the meeting was in order to express a contrary opinion that Royston should have conservators also, in accordance with the Provisional Order which had been put forth.

1328. And their apprehensions proved to be ill-founded, I suppose?—There was a feeling among Therfield people, and I daresay it exists still, that they would like to have it all in their own hands, and this meeting was intended, I have no doubt, as a protest against that; I may say that I was not present.

1329. Did they pass any resolution?—I believe they carried a resolution. I understand they also appointed three gentlemen to come, who I

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believe

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Mr. MILMAN.

[Continued.]

Mr. Walter James—continued.

believe are here who will represent most clearly the opinion of Royston on the subject.

Mr. Elton.

1330. After the Friday meeting at Therfield, I understand that an article appeared in the Royston newspaper?—Yes.

1331. Calling attention to the Royston interest?—Yes.

1332. It was a signed article, I suppose; we heard something last time about a gentleman who signed the article, a Mr. Corvus Cornix?—It was a leading article; I forget at this moment.

1333. The article signed by the same gentleman who signs himself Corvus Cornix?—I forget at this moment. I have no doubt that a copy of the newspaper is here.

1334. Because we have the advantage of having Mr. Corvus Cornix at the first time?—Yes, I think it is the same. I think I remember it was stated that it was so; I see it is signed by Mr. Corvus Cornix. There is a distinct report of it, and there is a leading article on the question besides.

1335. This gentleman, I suppose, suggested that there should be a meeting. Was there a meeting held?—There was a meeting held on Friday, so I am told.

1336. Was it a large meeting?—I do not know how numerous it was, but I believe it was numerous.

1337. However, we shall hear something of the gentlemen who were there?—Yes; and who are deputed, I understand, by the meeting to represent the feelings of Royston.

1338. When you went to see these strips, were you able to form an opinion as to whether they were used, any of them, as a part of the highways, like most of those side strips are?—I think that they were used as part of the highways. In general the highways running through them being metalled, the metalled road is used more than the other part. In one place, certainly, carts have used them.

1339. Pedestrians, people riding, and horses and carts, would some of them use it?—I think they would. I should think the strips were habitually used by all; but carts generally would use the hard road.

1340. You could not utilise any of these strips for the purpose of recreation without passing an Act of Parliament to do away with the highway rights?—I do not think that applies to the wider part of the greens, perhaps to the narrower strips it may, but the greens would hardly be sufficient to be utilised. They are too large for strips, and too small for a recreation ground.

1341. My question was a very simple one; it was this: why could not they *primâ facie* utilise any of those strips for a recreation ground without an Act of Parliament, and do away with the highway rights?—I think they could not.

1342. As to the mode of providing a recreation ground, you suggest that the only way of doing it would be to authorise the sale of a particular portion of the heath, but I presume the more simple way would be to say that a part of the heath should be set apart for the purpose of a recreation ground, with power to change it for a more convenient one; would not that be the more

Mr. Elton—continued.

regular way?—That may be the form, perhaps; but I suppose it would amount to the same thing.

1343. At any rate would not that be the more convenient course in any case?—It would be certainly set apart for a recreation ground for Therfield.

1344. In accordance with the usual practice in the matter, they would have a recreation ground with power to exchange it for a more convenient one, but at any rate they would have a recreation ground?—I am afraid that the open part, if the common were exchanged would be, useless to the person who took it.

1345. You misunderstand me; the regular course in these affairs I understand is, to set apart a part of unenclosed ground for a recreation ground?—Yes, and to enclose it.

1346. It would be set apart as a recreation ground, and, of course, by that means the parish would get a recreation ground in any event?—Yes.

1347. And you might then add a proviso that it might be exchanged if opportunity allowed for a more convenient one?—Yes.

1348. In that case still the parish would always have one?—Yes.

1349. It would be either an inconvenient one or a more convenient one, whereas by your plan they might wait about for years without a recreation ground at all, and there would be very little chance of getting one?—I see what the honourable Member suggests is a very proper amendment of my suggestion; it appears to me that by that means a recreation ground is immediately insured, although it may be an inconvenient one, and that in course of time the inconvenient one might be exchanged for a convenient one.

1350. All that the Therfield people have to do is to approve of the Provisional Order; it seems to have been rather strictly conditioned, that there should be no disapproval by the people of Therfield. The approval of the Order, I understand, was a condition *sine quâ non*?—That is the reading of the parish no doubt. I do not know whether they actually made that a condition, but it was fully explained to them that if there was no regulation order they would have no recreation ground.

1351. But you gather that they would not like to have the order without the recreation ground?—Certainly not. The Commissioner has reminded me that there is not sufficient power to set out a recreation ground under the Act in a regulation case.

1352. What I understood you to say was that there was no power to the Commissioner to set out a recreation ground in the Provisional Order?—No, I imagine not; they may appoint a portion of the open ground for recreation.

Colonel Leach.

I think it far better to read the clause under which particular things are to be done for the benefit of the neighbourhood; it says: "That there is to be reserved where a recreation ground is not set out a privilege of playing games or of enjoying other species

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[Continued.]

Colonel Leach—continued.

species of recreation." That is provided for in a Provisional Order, but in the case of a Regulation there is no power to set out a recreation ground.

Mr. Elton.

I understand that either there is a recreation ground set out or not according to the Act, and if no recreation ground is set out, still you must provide means of recreation.

Chairman.

(To Colonel Leach.) Just one question upon that point: surely there is power where a landowner comes forward and offers to give a certain amount of land in exchange for a portion of the Common, and where it is a Regulation you can set it out in a Provisional Order.

Colonel Leach.

No, Sir; there is no such power; that is the reason why I have suggested to the Committee that they should insert a special clause in the confirming Act to enable that to be done.

Mr. Elton.

1353. (To the Witness.) With regard to the Act of 1876 with which you are no doubt quite familiar, the recital of that Act states that the Commissioners are empowered to require in the case of an inclosure the appropriation of a recreation ground?—Yes, in the case of an inclosure, they are.

1354. Then it recites that "it is expedient to give further facilities to the Commissioners;" that is what they had got before without wholly inclosing: "And whereas it is expedient to give further facilities for enabling the Inclosure Commissioners to regulate, improve, stint, and otherwise deal with Commons without wholly inclosing or allotting the same in several," and then come the further powers which are given to the Commissioners; that is correct, is it not?—Yes.

1355. Then in Section 7, Sub-section 3, "there is to be reserved, where a recreation ground is not set out, a privilege of playing games, or of enjoying other species of recreation"?—Yes.

1356. Does not it seem to follow, except by some extraordinary construction of the Act, that they had the old power of settling the recreation ground under their former powers, and that in this case if they do not inclose the whole for the site, even if they do not set out a recreation ground, they must set out a ground where games can be played or may be played; "the Inclosure Commissioners shall, in considering the expediency of the application, take into consideration the question whether such application will be for the benefit of the neighbourhood, and shall, with a view to such benefit, insert in any such order such of the following terms and conditions" as are applicable to the case; that is to say, amongst others, "That there is to be reserved where a recreation ground is not set out, a privilege of playing games, or of enjoying other species of recreation"?—Yes.

1357. That seems to be increasing the powers of the Commissioners to give a recreation ground and not diminishing them; we only want your

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Mr. Elton—continued.

opinion as to your other statements, that in your view the Commissioners could not set out a recreation ground in their Provisional Order under this Act?—I do not think they could set out a definite recreation ground, so as to be at liberty to dispose of it for another piece of ground anywhere else.

1358. I did not ask that although you are perfectly right in that?—No doubt they could specify a certain part of the common where games may be played, and they certainly might set it apart for the use of certain games.

1359. Then by a roundabout way we come back to where we started, that they can set out a recreation ground?—They can set out a recreation ground still in the open part of the heath; it is somewhat an imperfect power I confess.

1360. The idea was that if the Royston people were to predominate in the governing body, I understand that the Therfield people would not approve of it?—The feeling of the Therfield people was that they would not approve if the Royston people predominated.

1361. Do they acknowledge that the Royston people have some interest in the matter?—They acknowledged and they could not but acknowledge that they had no interest in recreation in that part of the heath which was suitable for the recreation of the Royston people.

1362. And which was used for the recreation of Royston?—Yes.

1363. Was it suggested that some of the Royston people live in Therfield, and therefore Royston was represented in that way?—Yes, it was certainly suggested; and it is the fact, but I am not sure that it would satisfy the objection which they made; I do not know that it would.

1364. I only ask was it discussed?—It was certainly mentioned.

1365. You think that the real feeling was, that there should be no Royston people on the board, and they were afraid that Royston wanted to have predominance?—There was a fear of their predominance, and the feeling was, that in order to prevent that predominance many would like to exclude them altogether; there was no doubt there was that feeling. I need hardly remind the honourable Member that it is somewhat difficult to obtain a definite expression of opinion from a large assembly of agricultural labourers; they are somewhat reticent in giving their decided opinion.

1366. Does so much of their opinion as they expressed appear in the paper?—Yes, it does.

1367. That suggestion that I am making, did it appear in the paper?—I am talking of Therfield. A good number attended that meeting, but it is somewhat difficult to obtain an opinion, and I have always found from my experience that one is obliged to be extremely careful to avoid expressing one's own opinion in order to obtain theirs fairly.

1368. Still, as a matter of fact, that suggestion was fairly made?—It was fairly made certainly, and anything that was said as to the exclusive management of Therfield was very decidedly applauded.

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1369. You

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Mr. MILMAN.

[Continued.]

Mr. Jasper More.

1369. You said that there was some land which was thought suitable for a recreation ground on the Therfield side belonging to other landowners, and which had been used occasionally for a recreation ground?—There is a piece belonging to the largest landowner in the parish, and his tenant is a landowner himself, and is very well disposed to assist his poorer neighbours, and being in Therfield, he has allowed it occasionally, at some considerable inconvenience to himself, to be used as a recreation ground. This gentleman was particularly anxious that there should be a recreation ground, as he considered it was very much wanted in Therfield.

1370. Did you inquire whether there was any want of disposition on his part to part with it?—I was saying that he is the tenant of the landowner, and he is very good, and he is disposed to do anything consistent with his rights of property.

1371. That is on the part of the tenant; how about the landowner?—Of course the person immediately interested is the tenant, but I think on the part of both there is a willingness to enter into any arrangement which may provide a recreation ground for the parish.

1372. You said you had not, therefore, taken any steps to form an estimate of the value of the land?—No, I have not.

1373. Did you make any inquiry as to the value of this particular land on Therfield-green?—No, I did not, and for this reason: that I knew that there would be present before the Committee

Mr. Jasper More—continued.

those who would give a much more trustworthy estimate than I could possibly form.

1374. You would not be in a position to offer any opinion as to the number of acres that could be probably given in exchange for any of those acres in Therfield?—No, it is so much a matter of valuation and of local knowledge that I do not feel competent to give any estimate which would really be of use to the Committee.

1375. You found out that the meeting in the evening resulted in a much more representative gathering?—I found that there was a much larger gathering, as the honourable Member will see, in the evening meeting at Therfield on the 4th June than there was at the morning meeting in Therfield which I had before.

1376. The speakers at the meeting were confined chiefly to the upper classes of people, were they not?—It was more so; but I think there had been a strong wish expressed on the part of all concerned that the labouring men should come to the meeting on the 4th of June, and there were greater facilities, because a great number of men came, I know, from a considerable distance in the parish.

1377. Did they understand that the object was merely the Regulation of the Common?—They understood that the Regulation was to extend to the Heath and the Greens.

1378. But it was not to deprive them of any rights?—No, not to deprive them of any rights which they had.

Mr. JAMES BULLEN, called in; and Examined.

Chairman.

1379. WHAT is your occupation?—A farmer.

1380. A farmer in Therfield parish?—Yes.

1381. What is it that you particularly wish to say to this Committee?—I wish the Committee to give some regulations for the herbage on the Heath and the Greens, to stop abuses on the Heath and Greens as regards the herbage, and I strongly wish for a recreation ground for our young people.

1382. We will take the two questions as they come; you want to have some proper regulation with regard to people who have a right to turn out sheep and so on on Royston Heath and on the Therfield Heath portion, and to keep them to the strips of ground?—Yes, to the strips of green.

1383. Could you do that in any way possible better than by having the Common regulated?—I should not think so.

1384. That is what is proposed to be done under this Provisional Order; would not that Provisional Order satisfy you?—I do not know what provision there might be as regards satisfying me, but we want regulations.

1385. The Provisional Order, as you are aware, will give power for five persons to be appointed for the parish of Therfield, one for each of the lords of the manor, and three appointed by those who have rights to turn out upon the Commons, and that the parish of Royston, who have had rights over the Common from time immemorial,

Chairman—continued.

will have three conservators to regulate with the other five Royston Heath?—Yes, I should say that would be satisfactory.

1386. You see you will have a clear majority for Therfield?—Yes.

1387. The heath being in Therfield parish?—Yes, we do not want to deprive anybody of any rights; all we want is to stay abuses.

1388. And it will be for you to appoint the best men that you possibly can, who shall see that those rights which you have, and justly have, are properly carried out?—Yes.

1389. Your next point is with reference to a recreation ground for Therfield; that you think, of course, as everybody else would think, is a thing which you ought to have?—It is a thing which I feel very strongly upon. I have offered to give different people 5*l.* a year to let boys go and have a game of cricket from six in the evening till nine. I have offered, repeatedly, for the last five years to give anyone 5*l.* to let boys go and play cricket, but nobody will let them have pasture. I have let them have ground now for five years where they can go and have a game of cricket of an evening after they have done work.

1390. From your experience and knowledge of the place may I ask you whether think that a fair and decent recreation ground can be got near Therfield village for a fair and reasonable price? Yes, I believe that it could.

1391. You

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Mr. BULLEN.

[Continued.]

Chairman—continued.

1391. You think that the landowners there would be willing to help in so good a cause to allow land to be sold at a reasonable price?—I think so; our landowners are reasonable men, I think.

1392. You think it would be no detriment to Therfield Heath that a certain proportion, not a large proportion, but a certain small proportion of that heath, might be sold to pay for that recreation ground which you say is absolutely necessary near Therfield?—There could be a portion taken off at the west end of the heath, which nobody would suffer any inconvenience from.

1393. And you think there are people who would purchase it at a fair value?—I believe so.

1394. Is there any other question that you wish to raise?—No; if we get a regulation of the herbage, and the greens, and the heath, and a recreation ground, that is all I want.

Mr. Bryce.

1395. Have you any idea of how much of Royston Heath it would be necessary to sell in order to get this recreation ground?—If we could get a recreation ground in a suitable part of the village, convenient, and by the side of the public

Mr. Bryce—continued.

highway, you would want a more valuable piece of ground.

1396. How much do you think you could get it for; could you give me an estimate?—If it is freehold, I should say that a piece of ground there would be worth 50 *l.* an acre.

1397. You think that a recreation ground ought to be how large?—It ought to be from four to five acres.

1398. The land upon the heath is much less valuable, is it not?—Yes.

1399. How much then do you think you would have to sell in order to raise 200 *l.*?—If I were to put the value which I think is the proper value, I should say that one acre in the village is worth five acres of the heath. If you put the land in the village at 40 *l.* an acre, I do not think that anyone could value the heath at more than 8 *l.*

1400. The nearest part of the heath is a good way from Therfield town, is it not?—The nearest part is a mile and a half, and at that end it is very hilly, and there is no level ground within a mile and a half where boys could have a game of cricket.

1401. Then is Royston Heath practically unavailable for the purposes of recreation for the Therfield people?—It is of no use whatever.

Dr. HERBERT RAY ARCHER, called in; and Examined.

Chairman.

1402. I THINK you are practising as a doctor at Royston?—I am.

1403. You were rather frightened, were you not, at the meeting which was held at Therfield?—We were.

1404. Had you seen the Provisional Order?—Yes.

1405. Had you seen that there were three conservators put in for Royston?—Yes.

1406. If those remain in the Provisional Order I suppose that would perfectly satisfy Royston?—Perfectly.

1407. I think you had something to do with the proposal that the expenses should be borne as far as Royston is concerned in some fair proportion to Therfield?—Yes, certainly I had.

1408. I think you feel that it is a very great advantage to Royston that the heath should be regulated?—Certainly.

1409. All you fear is that it would not be fair at all that Therfield which is so much further off, although it is in the parish of Royston, should have to pay a pretty considerable amount for what certainly would be for the great interest and benefit of Royston?—Certainly.

1410. And you, in your responsible position, would be quite prepared to say, would you not, that the people of Royston would be prepared to pay a fair and reasonable amount of subscriptions towards carrying out the regulations?—Yes, certainly.

1411. Is there any other question which you wish to bring before the Committee?—No, I think not. We were only alarmed on account of the Therfield meeting, which appeared to us to overturn the Provisional Order, and would shut us out entirely if it had been acted upon.

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Chairman—continued.

1412. You do not know quite what the regulation may be, but I presume that you might have had a deputation there. and then you would have heard exactly what was stated at that meeting?—We know what was stated. What was stated was that they thought that all the conservators should be appointed from Therfield, which of course we considered very improper.

1413. Did you hear what Mr. Buller just now said?—Yes. We felt that we were overborne by the resolution that was come to at the Therfield meeting, and therefore it is that we wanted another meeting.

1414. But sometimes you can read between the lines of resolutions, can you not, and if you see how the same object is gained. If you have got a majority of those gentlemen; if you have got to pay only a fair amount of subscriptions, that would make a difference, would it not, in the view of some of the people in Therfield parish?—Yes, but we did not know that was their view then.

1415. I understand that you are perfectly satisfied, so far as Royston is concerned, with the Provisional Order, provided that the Provisional Order is carried out?—Quite satisfied.

Mr. Bryce.

1416. Have you any opinion to express to the Committee as to the part of Royston Common which might be sold with a view to provide a recreation ground for Therfield?—It certainly ought to be the west-end.

1417. That is the end furthest from the town of Royston?—Yes.

1418. And you would object to taking any part of the heath which adjoins Royston, and selling

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Dr. ARCHER.

[Continued.]

Mr. Bryce—continued.

selling that for a building site?—Most certainly.

1419. Because that is the part which is most valuable for the people of Royston?—Yes.

Mr. Jasper More.

1420. Is it not also the most valuable by the acre; it would be more valuable than a part of the heath at the other end?—Yes; of course, for building purposes, the nearer the town the more valuable it would be.

1421. And it would be easier to make up the

Mr. Jasper More—continued.

amount necessary to effect such an exchange as will provide a recreation ground from the Royston side rather than from the other?—Yes, certainly it would; but you see what a detriment it would be to the Royston people.

Chairman.

I do not know whether there is any other gentleman who has anything to state to the Committee, but if not I should just like to ask Colonel Leach one or two questions.

Lieutenant Colonel G. A. LEACH, R.E., re-called; and further Examined.

Chairman.

1422. I SHOULD like to ask you in what way you would best recommend to the House of Commons that a recreation ground should be obtained for Therfield parish?—I pointed out a short time back that there is no power under the Act to set out a recreation ground in the case of a regulation, and therefore it is necessary if any part of the heath is to be disposed of by sale or exchange, for the purpose of obtaining a recreation ground close to Therfield, and I think the Committee will be as satisfied as the Commissioners are that this is desirable that the Committee should recommend that in the confirming Act there be special powers inserted authorising the Commissioners to sell or exchange a part of the heath for a recreation ground for Therfield, and I would venture to submit that the details cannot be gone into now, but should be left entirely in the discretion of the Commissioners who will take care that the public interests and the interests of the neighbourhood are properly protected in whatever part they may select as the most valuable and the best adapted for the purpose.

1423. You would take care in the exchange that such piece of ground is obtained at as reasonable a price as it can be obtained for, and as near to the village as possible, and that you would only sell on certain conditions which we most likely should put in so much as would be absolutely necessary?—Certainly.

1424. You have had a good deal to do, have you not, in that way, both in the North of England, in Cumberland, and also in Wales?—We have had to do similar things. Perhaps the Committee would allow me to add that the Commissioners have very carefully considered the evidence which has been brought forward, and also the information obtained by their Assistant Commissioner, Mr. Milman, and I may say that, after very careful consideration, they adhere to the recommendations in their Report, and to the Provisional Order.

1425. That is to say, after careful consideration, you think that you have done what is fair and just both to Therfield and to Royston?—Quite so.

Mr. Bryce.

1426. I suppose I may take it that the reason why there is no mention of the provision of a separate recreation-ground for Therfield in this Provisional Order is, because, I take it that you

Mr. Bryce—continued.

do not think that it forms part, or comes within the scope of the Provisional Order, but would be required to be provided for separately by an Act confirming it?—If you will turn to the last paragraph on the first page in the Report, you will see it is so stated there.

1427. I am speaking now of the Provisional Order?—It would have been *ultra vires*, and outside their powers, and that was the reason why it was not included.

1428. I should like to know your view and the view of the Commissioners, as regards the part of the heath which you would propose to sell, because we might think it desirable to be assured that the part of the heath, which was immediately adjacent to the town of Royston, would not be sold, and thereby the interests of the inhabitants of Royston prejudiced; and without binding you to say what particular part of the common you will take, you might give an expression of opinion upon it?—The Commissioners are not in a position to express any opinion at the present time. Without a very careful inquiry and going into the matter it would be quite premature for them to express any opinion upon the subject. It must be formed upon so many circumstances which are not now within their knowledge.

1429. You have suggested that you should, if the Act be passed, have absolute discretion as to whatever part of the heath you are to direct to be sold?—Certainly.

1430. Without expressing any opinion to us as to what part of the heath you contemplate as proper to be sold?—The Commissioners are not at present in a position to express any opinion upon the subject.

Mr. Walter James.

1431. There is no doubt that in this case you have decided upon the merits as between Royston and Therfield, but do not you think that it might be rather an evil precedent to do this?—No. We think that it would be no evil precedent, and we do not think that giving the Royston people power to appoint a certain number of conservators will in any way interfere with the rights of the commoners. It is not in the least degree likely that the Royston people will interfere with the rights of the commoners; but we think this, and we have always understood it to be the views of the Committee also, that a "neighbourhood" such as Royston should be represented on the Board of Conservators.

1432. Do

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Lieutenant Colonel G. A. LEACH, R.E.

[Continued.]

Mr. Walter James—continued.

1432. Do not you think that sometimes the public, in a case of this kind, might be disposed to regard it in the light of a building speculation. I do not mean in this particular case, but that the public might think that the arrangement had been made in view of a building speculation?—

Mr. EDWARD ROBINSON, called in; and Examined.

Chairman.

1433. You are Bailiff, are you not, to the lord of the manor?—Yes.

1434. And to the Ecclesiastical Commissioners?—Yes.

1435. I think you come here to speak about how the people of Royston have abused the privileges of cutting turf?—Yes.

1436. Perhaps you will tell the Committee, as shortly as you possibly can, what has been the course which has been pursued by the people of Royston and others in cutting turf on the common?—They take it away without any kind of permission; they cut it off and take away with it two inches of soil, and they cart it away.

1437. That is to say, they cut away all the turf from the chalk and leave the chalk exposed?—Not exactly the chalk, but the soil underneath is laid bare.

1438. What do they take away the turf for?—Sometimes they take it away for laying down for lawns, tennis grounds, and all that sort of thing. That is what I have to complain of.

1439. You have been there for some considerable time; what is your opinion with regard to the quantity of turf that ought to be cut?—I should say put a very stringent measure on it. They go and fetch it and take it off, and I have sometimes been after them and they say, "Oh, I have only got so-and-so, come and look." I have been and looked where they have laid it down, but there has been double cut off the heath I find.

1440. Do not you think that the conservators who would be appointed would have full power to regulate all that, and that whoever they appoint, whether it is you, or whoever it may happen to be, will then have the full power of stopping everybody doing anything excepting what is ordered by the conservators?—Yes, I think that could be done.

1441. Then that would be one very great advantage in the regulation of the common?—It would.

1442. Is there anything else which you wish to say to the Committee?—I do not think there is anything else that I have to say.

1443. Do the people of Therfield ever take any of this turf?—Very little.

1444. It is too far, I suppose, from Therfield?—It is very little that they fetch away. Some of it travels miles down into Cambridgeshire.

1445. Who are the people in Royston that have generally taken this turf; are they the poorer classes or the upper classes?—There is a nurseryman there; he has been the chief man in doing it. He is there most times, and he takes the most away.

1446. You will look very sharply after him in 0.85.

Mr. Walter James—continued.

Nothing has come before us to give us the smallest idea that there is anything of the kind contemplated at present; but if it came before us we should take care (to use a common expression) to put our foot upon it.

Chairman—continued.

future, I daresay?—I have told him I shall take proceedings against him, but it was only "say."

1447. But now, when you have got conservators, there will be full power to deal with this case?—Yes, it could be dealt with then.

1448. And you will take care as well as other people to state to the conservators exactly what has taken place, and ask them to prevent it in future?—Yes.

Mr. Bryce.

1449. Have you known turf taken away by people who are not connected either with Royston or Therfield?—No, I have not.

1450. That might happen, I suppose?—It might happen.

1451. How long do you think it takes before the turf grows again, according to your judgment?—I cannot say that. It would take a long time to redeem it with two inches of the best soil taken off with the turf. That is more than I can answer. It would be many years.

Mr. Walter James.

1452. What quantity of turf would the nurserymen cut off in the course of the year; would you say an acre?—It varies a good deal; sometimes they cut more off one year than they do another.

1453. Do you know whether this man has taken an acre?—No, I should think not.

1454. I suppose he wants it for bedding-out plants, and things of that sort?—I believe they do cut it up in pieces for that purpose.

Mr. Ellis.

1455. How long have the Royston people been cutting turf?—It has got worse lately. It has been going on for years, ever since I can remember, but it used to be cut and sold at so much a rod to people some years ago; it used to be cut and sold at 5 s. a rod. The bailiff used to let it and bring it home, and it used to be put along with some Lammas ground money, and given away to the poor of the parish once in three years; but that has not been done only once for 20 years.

1456. What has stopped it?—The abuses.

1457. How was it stopped?—By the abuses. Those that were there collected the money, and I suppose they kept the money. I cannot speak to that.

1458. Then this practice of cutting the turf has been going on as long as you can remember?—As long as I can remember.

Mr. Jasper More.

1459. Do you believe that the people sold it?—The bailiff used to charge for it so much a rod, and then bring it home.

I 3

1460. Your

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MR. ROBINSON.

[Continued.]

Mr. Jasper More—continued.

1460. Your predecessor you mean?—Yes, and one or two predecessors before him, I suppose.

1461. You do not do it now?—No.

1462. Is the heath so large that you cannot see those men doing it?—Yes; but there are bottoms there, and they might be cutting the turf when you go down the road and not see them. The heath is hard upon two miles long from east to west: very nearly two miles.

1463. Would it be possible to make any part of it into a cricket ground; could any part of it be levelled?—It might at the west end, but it is near upon a couple of miles from the village; it is at least a mile and a-half away.

1464. That is the end where a recreation ground is wanted; would it be an expensive thing to have a piece down there?—It is too far away, even if it is laid down. It is nearly level at the west end.

1465. Is that at the Royston end?—No, the other end, the west end.

1466. Do you think it possible to get a cricket ground at the west end?—You might get a cricket ground there, but it is too far away from the village for anybody to go. I should say it is rather more than a mile and a-half from the village.

1467. Are you able to form any opinion yourself as to the value of it; have you ever heard how much people would give for it per acre? No, I have not.

1468. Or the value of the other lands in the neighbourhood?—No.

Mr. Ellis.

1469. Do you know whether people from Royston are in the habit of cutting the turf, as well as the nurseryman?—Yes, they go with wheelbarrows and fetch off a little piece.

1470. What do they want it for?—For graves and that sort of thing; they take it down to the cemetery for graves.

1471. Do the people of Royston consider this a right and a privilege they have?—No, but they

Mr. Ellis—continued.

take that which is not theirs exactly, because years ago they used to pay for it, but it has now got to such an abuse that they take it away without saying anything to anyone. They used to ask permission, but in course of time that thing stopped.

1472. You would like to stop it, whether they paid for it or not?—I should lay a very strong restriction on it.

Mr. Elton.

1473. I understand that you are employed under the Ecclesiastical Commissioners?—Yes.

1474. And as the owner of the soil directly, you want to prevent people cutting turf upon it?—Yes.

1475. Whether they gave people leave beforehand in years gone by, or not?—Yes.

1476. So as to exclude any claim of right to cut it?—Yes.

The Committee-room was cleared.

After some time the parties were again called in.

The Chairman stated that the Committee had agreed that the report be received and the Provisional Order adopted without modification.

The Chairman further stated that the Committee had come to the following Resolution, "That there be inserted in the Confirming Act a provision empowering the Land Commissioners to sanction the sale or exchange of portions of Therfield Heath, or of the whole or any part of the greens except such portion of the heath as lies near to or adjoins the town of Royston, not exceeding in the whole 25 acres, for the purpose of obtaining a recreation-ground adjacent to the village of Therfield, together with such further provisions in relation thereto as may be necessary."

REPORT
FROM THE
SELECT COMMITTEE
ON
COMMONS;
TOGETHER WITH THE
PROCEEDINGS OF THE COMMITTEE,
AND
MINUTES OF EVIDENCE.

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